



UNIVERSITY COLLEGE LONDON  
FACULTY OF THE BUILT ENVIRONMENT  
BARTLETT SCHOOL OF PLANNING

**Regeneration in the London Borough  
of Redbridge: is enough being done  
towards a comprehensive,  
sustainable initiative?**

Rodney Ewan Coke, Year Two  
MSc Urban Regeneration 2004/05

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## **Regeneration in the London Borough of Redbridge: Is enough being done towards a comprehensive, sustainable initiative?**

**Rodney Ewan Coke, Year Two  
MSc Urban Regeneration**

Being a report submitted to the Faculty of the Built Environment as part of the requirement of the award of MSc Urban Regeneration at University College London: I declare that this report is entirely my own work and that ideas, data and images, as well as direct quotations drawn from elsewhere are identified and referenced.

Most of the work in the report is drawn from policy documentation from various websites and Local Planning Authorities, but some of the analysis and conclusions are based on my experience working at the London Borough of Redbridge over the last four years or more.

Signed

Date...10/10/05.....

## **Acknowledgements**

I would simply like to thank the Bartlett School of Planning for all their help and guidance, the London Borough of Redbridge, who have given me the opportunity to attend and complete this course, and those people that gave up their time to help me obtain the information I needed.



## **Abstract**

The following report discusses the regeneration initiative of the London Borough of Redbridge, asking whether the current strategy being implemented can be considered as a comprehensive, complete and sustainable regeneration programme?

The report begins with an attempt to find a definition of regeneration with which to gauge the regeneration schemes discussed for their inclusion of the essential elements that make a complete strategy, using spatial economic theory and Government and regional policy as a guide. It then considers Redbridge in the wider scheme of the regeneration programmes that are ongoing within the London Thames Gateway sub-region, and the potential for Redbridge to accrue the maximum benefit from the initiatives of their neighbours.

Next the report makes a comparison between the London Borough of Redbridge and one of its close neighbouring boroughs, Waltham Forest, chosen for its similar situation as regards to regeneration within the Thames Gateway, to see which borough comes closest to the 'ideal' of regeneration. Critical analysis is offered of both boroughs programmes.

Finally conclusions are made about the feasibility of the strategy of the London Borough of Redbridge and whether can rightfully be considered as 'regeneration' in the real sense of the word.

Word Count: 10,300

**Regeneration in the London Borough of Redbridge: Is  
enough being done towards a comprehensive,  
sustainable initiative?**

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# Introduction

- 1.1. The following report focuses on the attempts at regeneration in the London Borough of Redbridge, and considers whether what is currently being done is a comprehensive approach to sustainable regeneration. The report first attempts to find a definition for regeneration in order to help come to some conclusions about whether initiatives at Redbridge carry all the elements necessary for a comprehensive effort. Then 'as part of the context of the report, regeneration programmes in key locations of the London Thames Gateway are outlined, in order to orientate Redbridge in terms of its position in the sub-region with regard to neighbouring initiatives and their potential impact on the borough. The report then examines the regeneration initiative of one of its neighbours in order to make comparisons, critically analyse, and finally reach conclusions about the regeneration programme at Redbridge, and whether the strategy can be considered as wide-ranging and sustainable.
- 1.2. The report uses theoretical concepts of spatial economists, Government and Local Government strategic policy documentation, and documents from other organisations involved in regeneration in the Thames Gateway, as well as some interview material from Local Government Officers to analyse proposals and initiatives for regeneration. Having also worked at the London Borough of Redbridge for over four years, the author uses his wide experience and knowledge of the Council's objectives and plans for the borough to reach a judgement on the feasibility of its plans for regeneration.

# **1. What is Regeneration?: is there a definition?**

## **1.1. Introduction.**

- 1.2. This chapter will attempt to agree certain elements that are prerequisites for a comprehensive regeneration programme, and in doing so try to reach a reasonable definition of regeneration, and what it should contain, in order to take a closer, critical look at the Redbridge regeneration programmes highlighted in this report. It is essential to know what regeneration is before we can decide whether a given initiative can or cannot be regarded as regeneration.

## **2. Ideas on the elements of regeneration.**

- 2.1. In any University lecture regarding urban regeneration lecturers will itemise the key and essential elements that make a full and comprehensive urban regeneration initiative, which include the whole range of activities within the built environment. After attending lectures at the Bartlett School of Planning taken by Professor Sir Peter Hall, I learned that a full physical regeneration programme comprised an economic strategy, innovation and creativity, skills training and higher education institutes, investment in business and industry, enhanced road and rail networks, cultural activity and development, improved environmental quality, heritage and tourism, and a housing programme that meets demand, amongst other fundamentals, particularly Government institutions and the political will for effective implementation. The creation of a 'local milieu', as explained by Philippe

Aydalot (Hall. P 1998: page 198), should be a desired model or way forward.

- 2.2. Indeed many economic theoreticians have commented on what makes an 'innovative milieu' or a critical mass of development activity, which is effectively the theory of growth and regeneration. In his book '*Cities in Civilisation*' (Pheonix paperback 1999) Professor Sir Peter Hall mentions a number of such theoreticians.
- 2.3. Walter Stohr's concept of a '*synergy of factors, within a particular environment*' ('*Cities in Civilisation*' (Pheonix paperback 1999) Professor Sir Peter Hall) perhaps gets closest to what we perceive as regeneration today by suggesting that an innovative milieu includes critical components such as various educational and training institutions, research and innovation, investment or risk capital, and local political will. Since agglomeration or clustering of firms and industry remains as important today as it was when Alfred Weber published his location theory at the turn of the 20<sup>th</sup> century, proximity, [and good transport links] is key, as discussed by Michael Porter in '*The Competitive Advantage of Nations*' (London : Collier MacMillan), as it maximises the intensity of information, creates important mechanisms that are '*factor creating*' (Hall. P 1998: page 301) often building pecuniary externalities such as labour pooling, and creates a well developed supplier base, and these are basically the conditions for investment and innovation essential to growth and regeneration. So training, innovation, investment, local political will, and proximity [or good transport links] are some



of the important factors, according to economic theorists, in creating an innovative milieu or growth and regeneration.

- 2.4. The 1999 Government document 'Towards an Urban Renaissance: final report of the Urban Task Force' (E & FN Spon June 1999) also covers in some detail the scope of essential elements for urban regeneration in Britain, including the creation of economic strength, improving the environment and environmental performance, investing in skills and the core skills for employment needs, the role of education and professional institutions, housing and house building patterns, transport and improvements to the public transport network, attracting investment, the role of local government and investing in urban government etc. These are all considered as essential issues and elements for regeneration strategies. In the introduction to the 1999 Urban renaissance document the then Chairman of the Urban Task Force, Lord Rogers, states that *'to be sustainable regeneration has to be placed within its economic and social context. There are essential issues – education, health, welfare and security...'*, ('Towards an Urban Renaissance: final report of the Urban Task Force', E & FN Spon June 1999). All of the issues in this statement cover all the essential elements for regeneration mentioned above, and it is worth considering some the 105 recommendations (see Appendix 1) made by the Urban Task Force to the Government that helped shape the Government urban white paper *'Our Towns and Cities: The Future'*, which cover the issues and elements of regeneration, all of which are considered essential.

- 2.5. Other Government documents such as the Greater London Authority's (GLA) 'Spatial Development Strategy (SDS) for Greater London' or 'London Plan' (February 2004) effectively establish a strategic development plan for the London conurbation. A key element of the London Plan is redressing the economic imbalance between East and West London, and implementing a major programme of regeneration in East London (the Thames Gateway), combining all of the economic, social and environmental elements outlined above, with spatial policies for transport, the Greater London economy, open space, skills and employment, leisure culture and tourism, retail, housing and key public services, health, tall buildings and design, conservation etc.
- 2.6. The point that is being established here is that there are agreed components, principles or constituent parts that make up a comprehensive regeneration programme, so that a definition for effective regeneration, which includes all of these components, can, to an extent, be determined. Local authorities seeking to facilitate effective regeneration programmes must understand what constitutes a comprehensive regeneration strategy for their local circumstances, and should seek to incorporate all the key elements into their strategies in order to bring about positive change in their areas.
- 2.7. If a definition or model of good practice for an effective programme of regeneration could be determined, then it seems reasonable that it should contain strategies in key areas such as:

- Employment/job creation;
- education and skills;
- transportation;
- design/environment and open space;
- investment and innovation;
- economy/employment/local business & industry;
- culture (heritage & tourism);
- health & community development;
- housing;
- improved public services and local government;
- Policy and delivery framework.

2.8. These are all key elements for effective, sustainable regeneration and any regeneration strategy that does not address most if not all of these issues through a comprehensive and synergised initiative cannot reasonably be considered regeneration.

## **2. Redbridge and key regeneration Initiatives in the London Thames Gateway sub - region.**

### **1. Introduction**

- 1.1. In order to give some context and background to the later sections the following text will discuss the position of the London Borough of Redbridge (LBR) in relation to current regeneration programmes in locations of key strategic physical development, within the London Thames Gateway area. This section can then be used as a point of reference in order to show where the London Borough of Redbridge is placed in the midst of regeneration activity surrounding it within the East London sub region; and to help demonstrate the strengths and weaknesses of the Redbridge regeneration initiative in terms of its capacity to turn the impact of large-scale regeneration in locations of key strategic physical development into economic, social and environmental benefits for residents in Redbridge.

### **2. Key strategic development locations within the Thames Gateway**

- 2.1. The Thames Gateway in southeast England is regarded as a national priority region for regeneration and currently is the scene for one of the largest regeneration projects in Europe. It has highly ambitious aims for a very large area within the southeast for producing substantial growth over the next 15 to 20 years. The regeneration quarter itself is a 45 mile long and 15 mile wide corridor (one of three development corridors

outlined in the Mayor's London Plan), and geographically it extends from the Isle of Dogs, Stratford, Canary Wharf and the Greenwich Peninsula, widening out and extending to Basildon and Southend in Essex, and Medway and Sheerness in north Kent (see Map 1 below). The ODPM identifies five strategic development locations (SDL) within the Thames Gateway, including:

- Stratford, Lower Lea and the Royal Docks;
- Greenwich Peninsula and Woolwich;
- London Riverside;
- Thurrock;
- North Kent Thameside; and
- Medway Waterfront.

2.2. The three London SDL can actually be split into six key locations of significant physical regeneration where most of the Government funding in the region will go. These include:

- Stratford (and Leaside & the Royal Docks);
- The Isle of Dogs;
- The Greenwich Peninsula;
- The Greenwich/Deptford/Lewisham area;
- The London Riverside; and
- Woolwich.

2.3. All the key locations are considered to contain the potential for this growth, the capacity for 180,000 new homes (42% of these within the six London zones), and 290,000 new jobs (figures taken from *'Zones of Change: a guide to planning & development in Thames Gateway London'*. London

Development Agency (LDA), Thames Gateway London Partnership (TGLP) & Leaside Regeneration, July 2003).

- 2.4. Some of the key drivers of change in the Thames Gateway are expected to be: the restructuring of the Ford Motor Company; new centres of manufacturing excellence; high technology production and [defence related] research & development; Canary Wharf and its support businesses; finance/business services; development of road, rail and wharf logistics for manufacturing; overall improvements to transport infrastructure/improved accessibility; cultural, creative and media industries; heritage and tourism; and support sectors for future uses of the Millennium Dome.

## **2.5. *Regeneration details***

- 2.6. **Stratford** – The London Borough of Newham has plans for physical regeneration from the Royal Docks to the Leaside area of the Borough, and to Stratford in the northwest. Strategies for Stratford however are the most significant in the Borough and perhaps the east London sub-region, and are considered to be the engine for economic growth in the Thames Gateway. The Stratford Rail Lands (SRL) regeneration scheme to the north west of the Borough is identified as Major opportunity Zone 1 (MOZ1) in the June 2001 Newham Unitary Development Plan, and has an area of approximately 156.3 hectares, (figures taken from 'Stratford – a 2020 vision: draft Rail Lands Framework Plan' August 2003).



- 2.7. The most influential element of the Rail Lands regeneration scheme is the construction of the Channel Tunnel Rail Link (CTRL), which will be completed in 2007 and will run west to east connecting Stratford directly to central London, through the Stratford City area via the new Domestic & International Passenger Station (IPS), [Stratford international Station], through the expanded Stratford Town Centre, and on through Kent and to Europe.
- 2.8. The Stratford City area is being constructed around the new CTRL station and includes 55 hectares of land, and some 1.25 million sq metres of mixed-use development (figures taken from 'Stratford – a 2020 vision: draft Rail Lands Framework Plan' August 2003). The main aim is to create new employment possibilities through mixed-use development, and to amalgamate the new development and modernized town centre with the neighbouring communities.
- 2.9. Stratford is also expected to become a major new commercial centre and jobs are expected to be generated in retail, office and leisure employment, with the huge scale of development creating jobs in the construction industry.
- 2.10. The transport programmes will include: the extension of the Docklands Light Railway (DLR) at Stratford Regional Station; Crossrail with links to Heathrow and central and west London; possible increased intercity services stopping at Stratford; and the creation of new roads to the Rail Lands development to the Newham road network and with Tower Hamlets and the Docklands.

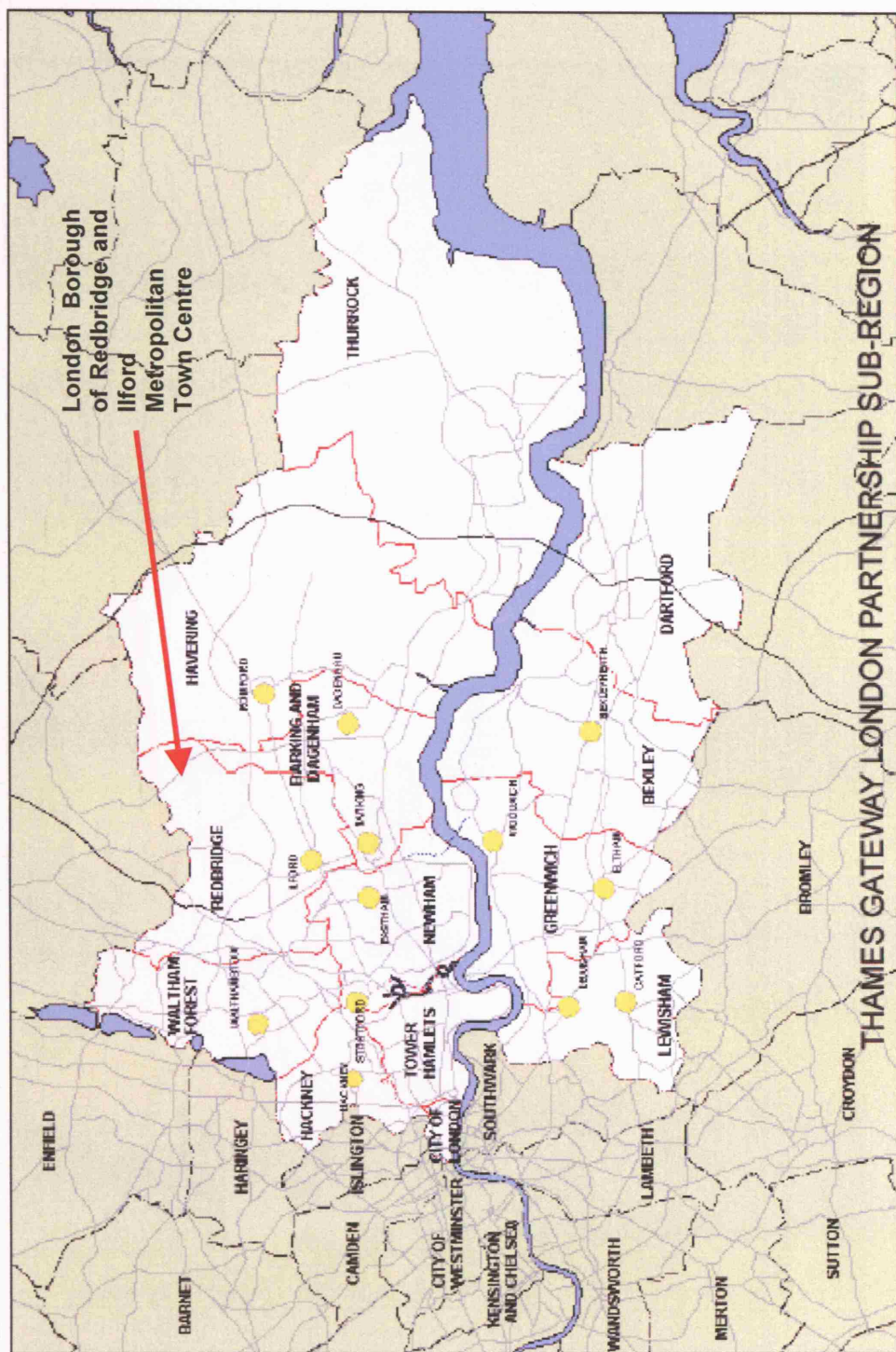
- 2.11. Also on July 6th. London was awarded the Olympic Games for 2012 and the centrepiece of the London bid is the Olympic Park, which is to be constructed in the Lower Lea Valley, and will act as a catalyst for regeneration initiatives planned in the area. The park will provide major sports and environmental legacies, and includes the Olympic Village, Olympic stadium and other venues.
- 2.12. **The London Riverside** – The strategy for regeneration at the London Riverside area encompasses the Thames area to the south of the Boroughs of Barking & Dagenham and Havering. This key location has the potential for considerable regeneration opportunities such as residential at Barking Reach, manufacturing employment at Dagenham and Rainham, and a Royal Society for the Protection of Birds (RSPB) nature reserve that will encourage environmental tourism. By 2016 5,550 jobs are expected to have been created, and 17,500 homes. The main drivers in terms of regeneration are the restructuring of the Ford Motor Company, a new centre of excellence for manufacturing, and new road, rail and wharf logistics as support for manufacturing.
- 2.13. **Isle of Dogs** - This key location includes Canary Wharf and the Millennium quarter, and offers a large number of jobs created, 135,000, and 6,000 new homes, by 2016. There is already an expansion of support facilities for the foundation sectors of finance and business services, and which will also encourage new facilities and services such as hotels, restaurants and shops. The key drivers for change here are

finance and business services, support businesses and secondary infrastructure all located at Canary Wharf.

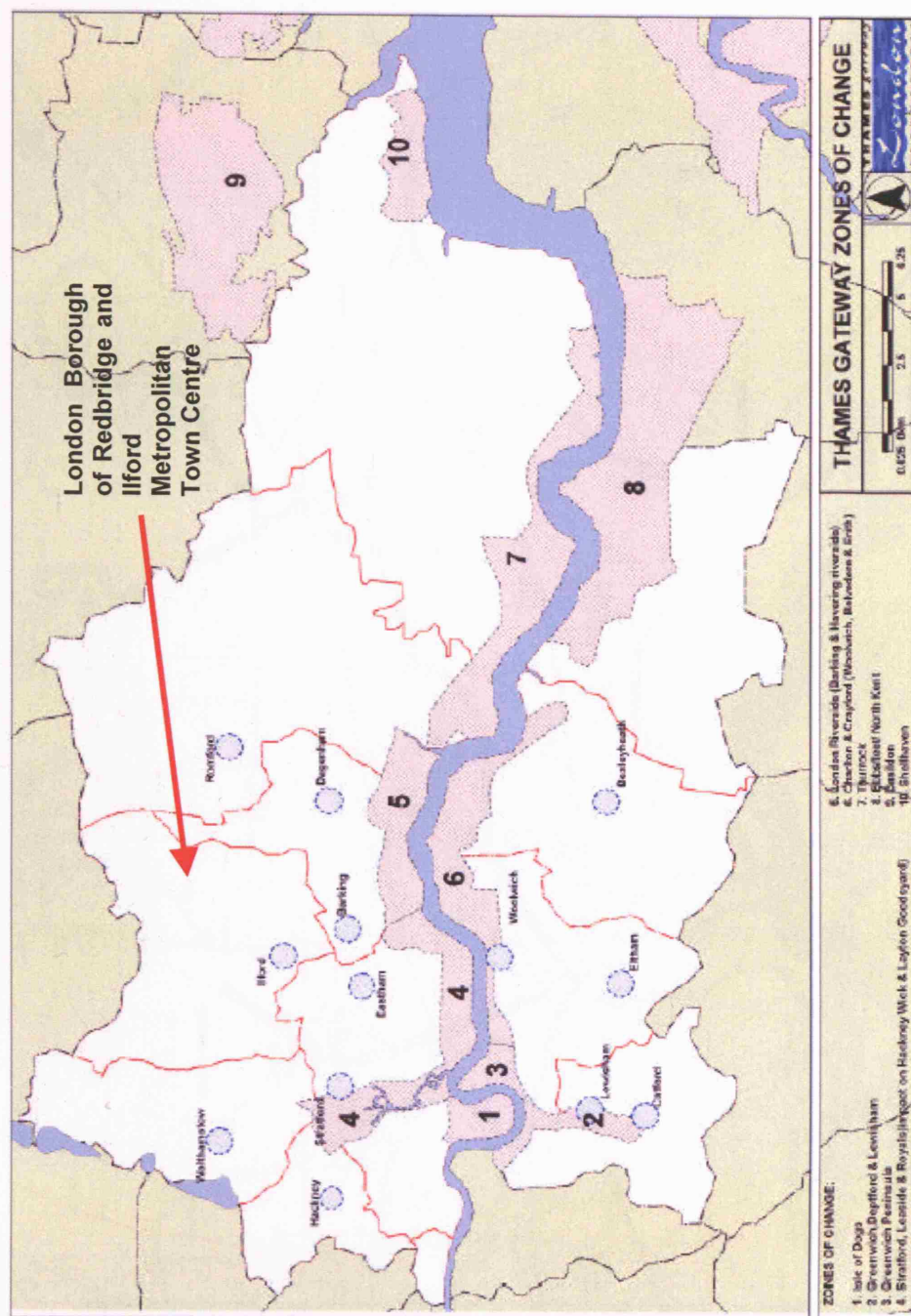
- 2.14. **Greenwich/Deptford/Lewisham** – This area is creating a dynamic local economy facilitated by new transport links like the Docklands Light Railway (DLR), which offers new opportunities in commercial, leisure, retail and residential uses. It is expected that by 2016 some 7,000 new jobs will be created and a further 6,500 new homes. Creative industries in the Creekside area, heritage and tourism at the Greenwich Waterfront, and support businesses to Canary Wharf are considered as the main drivers of regeneration in the Isle of Dogs area.
- 2.15. **Greenwich Peninsula** – The aim in the Greenwich Peninsula is to regenerate the area as a new urban district and the most considerable developments to date include the Millennium Village, the Jubilee Line Station, significant commercial/retail development, extensive areas of quality parkland and open space and the Millennium Dome. However this development is considered as the first stage of overall development, and the next stage is the development of high quality mixed uses with the capacity for a further 21,000 jobs and 20,000 homes by 2021. The key drivers in the area are media, cultural and creative industries, and support sectors for future uses for the Millennium Dome.
- 2.16. **Woolwich (Woolwich Belvedere corridor)** – This key location includes the areas of Woolwich, Thamesmead and Erith. It contains over 100 hectares of brownfield sites with the potential to provide an additional 7,300 jobs and over 10,000

new homes. The catalysts for regeneration here are the Royal Arsenal Museum and mixed uses linked to Woolwich Town Centre, and the Belvedere manufacturing base.

- 2.17. The London Borough of Redbridge is located well strategically to take advantage of all the regeneration planned in these surrounding key locations. With a comprehensive strategy for regeneration the borough is well placed to accrue the maximum benefits in terms of employment, improved transport links, which in turn can have benefits for retail, leisure, housing and improvements to the environment within the Redbridge Borough.
- 2.18. Redbridge is a close neighbour to Newham and already has very good rail links to Stratford and Central London from Ilford and Gants Hill, and there are existing transport nodes within the borough that will benefit from regional plans for key new road links in East London such as East London Transit (see Map 3), and the new Thames Gateway Bridge, connecting the boroughs of Greenwich and Newham.
- 2.19. The potential socioeconomic benefits from the surrounding regeneration initiatives for Redbridge are significant, if a comprehensive strategic framework for regeneration is established that draws on the strengths of the borough and takes full advantage of the impact of the regeneration initiatives of its neighbours

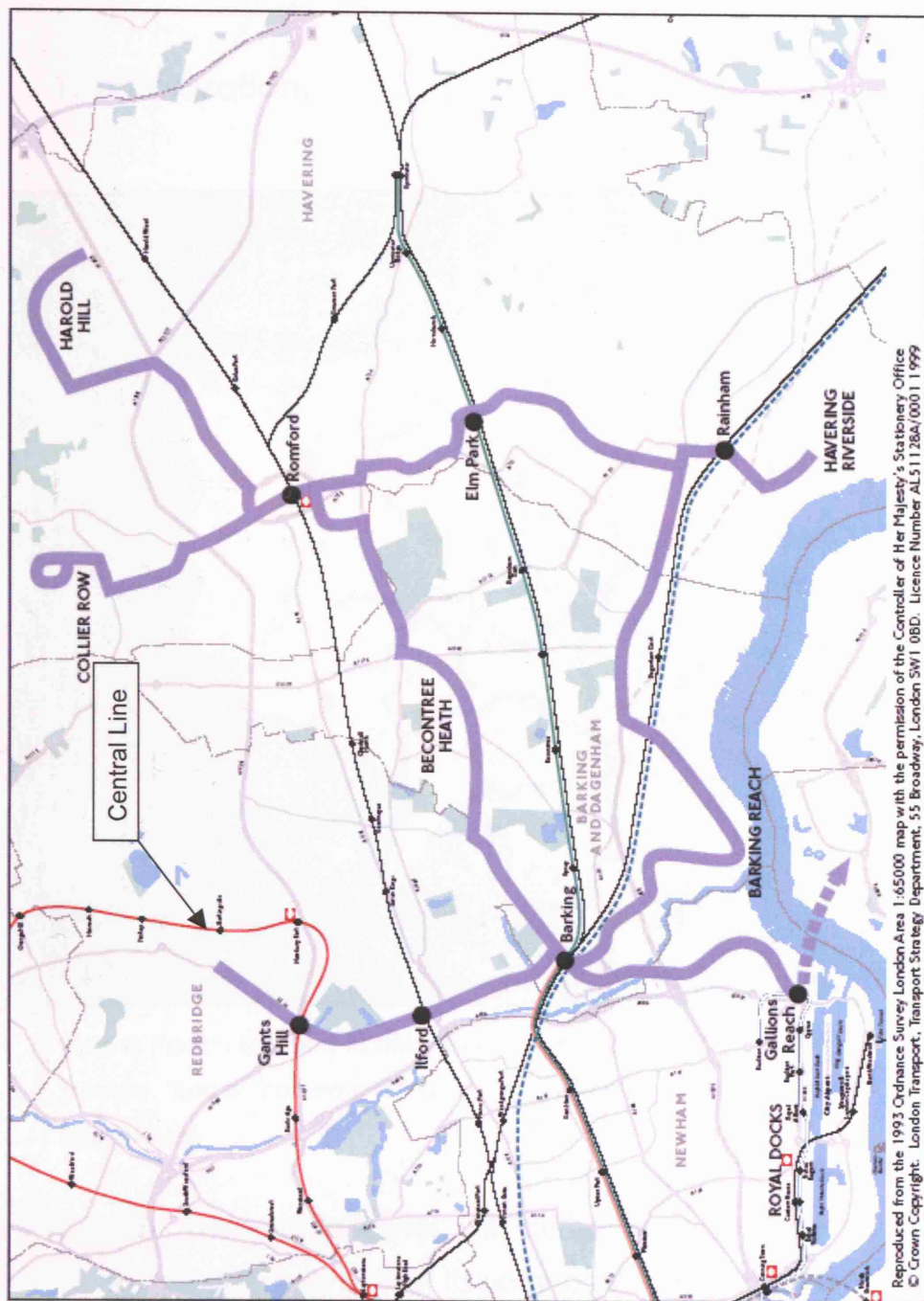


**Map 1:** showing the London Thames Gateway sub region and the areas where regeneration will be focused and those that will be influenced by regeneration (source: 'Thames Gateway London Regional Spending Plan 2004-07' By Thames Gateway London Partnership (TGLP)).



**Map 2:** showing key regeneration locations within the London Thames Gateway area (source: 'Thames Gateway London Regional Spending Plan 2004-07' By Thames Gateway London Partnership (TGLP)).





**Map 3:** proposed new alignment for East London Transit (source: 'East London Transit Summary Report'. Transport for London 2001)

### 3. Preparing for change – comparison of regeneration initiatives in the London Boroughs of Redbridge and Waltham Forest

#### 1. Introduction.



**Map 4:** Redbridge and its neighbouring boroughs in the London Thames Gateway  
(source 'Local Implementation Plan 2005'06 – 2010/11' London Borough of Redbridge)

- 1.1. The following chapter will compare regeneration initiatives in Redbridge with one of its neighbours, Waltham Forest, in order to make a comparison between different initiatives within the London Thames Gateway sub-region, and come to some conclusions about what constitutes comprehensive regeneration

and what does not. The report will then attempt to analyse any crucial differences that highlight the strengths or weaknesses of the regeneration process in Redbridge.

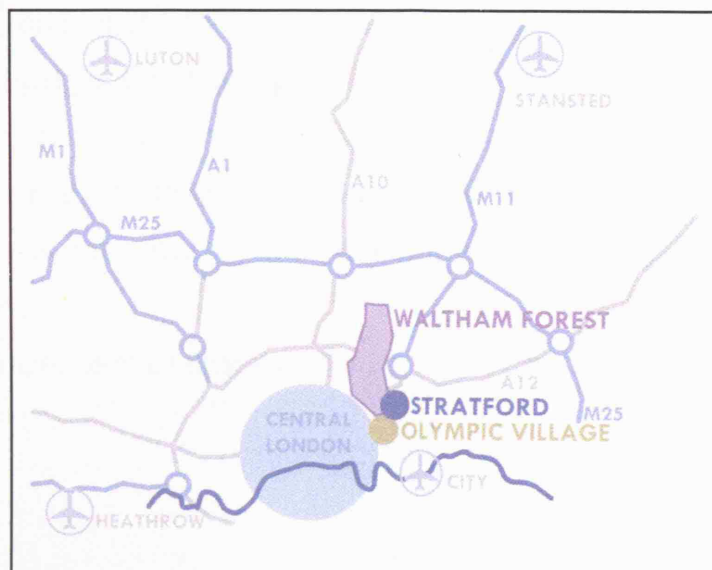
1.2. There are a number of areas, or zones, within the London Thames Gateway region where there is no key regional, physical strategic development in progress, yet there are still concerted efforts in terms of regeneration, as local authorities attempt to best place their local areas and town centres for competition in the future, or accrue some benefit from being well located or logistically linked to areas of significant strategic development. These areas can be split into an inner core and outer northern and southern regions and include:

- Inner Core – Newham, Tower Hamlets, Lewisham, Hackney, Waltham Forest, Corporation of London;
- Outer North – Redbridge, Havering, Barking & Dagenham;
- Outer South – Bexley, Greenwich

1.3. This chapter will focus on what one of the immediate neighbours of Redbridge, namely the London Borough Waltham Forest, are planning in terms of their efforts towards regeneration. Whilst Redbridge is also neighboured by Havering, Newham, and Barking & Dagenham, it can be said to an extent that Waltham Forest is in a position closer to Redbridge in that they do not have the level of key, strategic physical development as perhaps other neighbouring boroughs do.

## 1.4. Preparations in Waltham Forest

- 1.5. The London Borough of Waltham Forest has drafted strategies for transport, employment and skills, inward investment and business growth, health, and education across the Waltham Forest borough, largely within key town centres.
- 1.6. The Council have targeted disadvantaged groups within the borough and are committed to improving levels of employment for these groups. They have set up an Employment and Skills Action Partnership, which is part of the borough's Local Strategic Partnership, which assembles *'all of the agencies involved in employment, skills and vocational training'* (*'Waltham Forest Regeneration and Investment Strategy'* October 2004). Unemployment in the borough is focused in the south and the west, and the Council have programmes linking these areas to job opportunities in the upper Lea Valley and the Stansted area in the north and to the Stratford and Thames Gateway areas to the south.



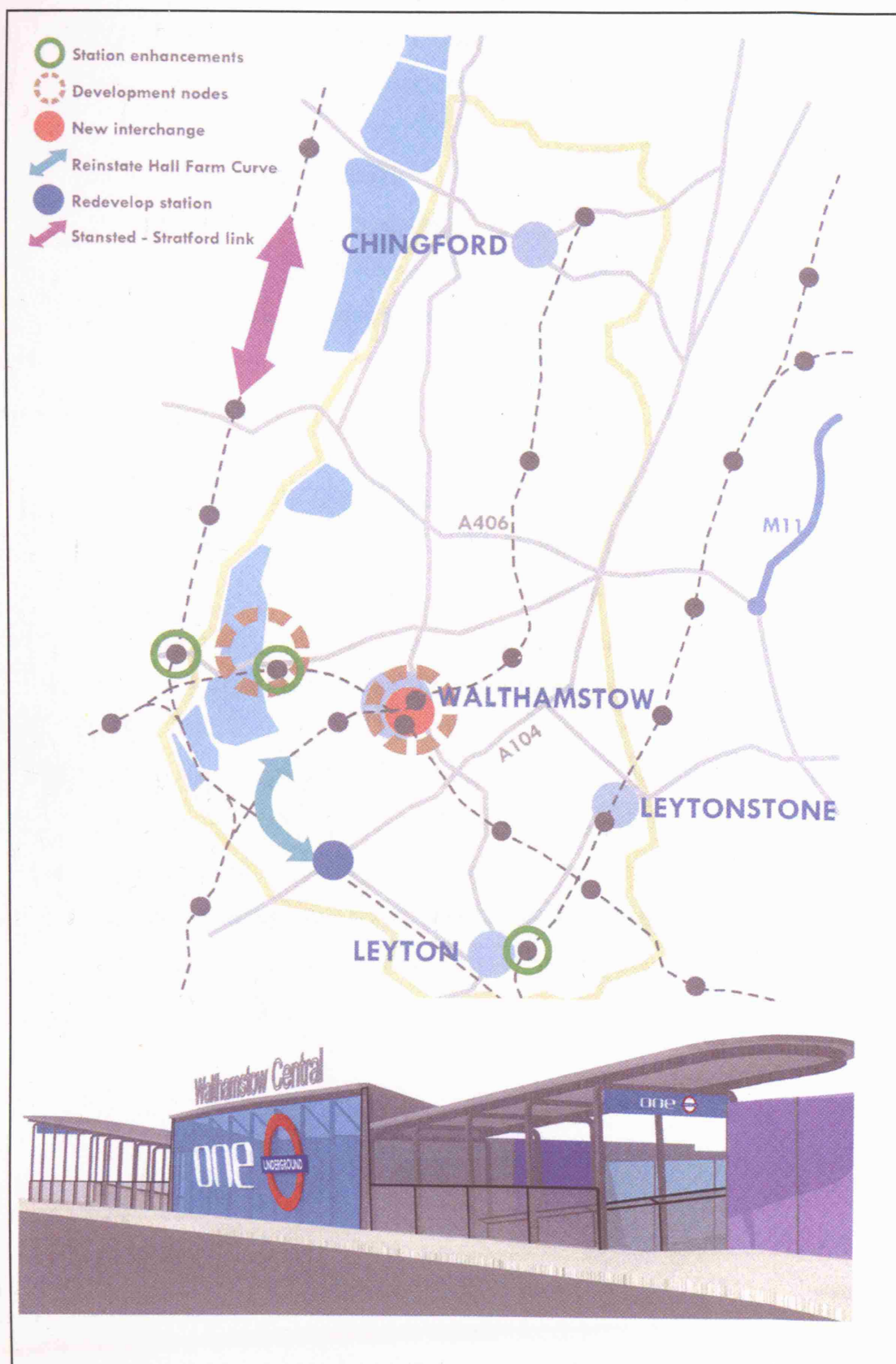
**Map 5: London Borough of Waltham Forest in the London Thames Gateway sub region**  
(source: 'Waltham Forest Regeneration and Investment Strategy Oct 2004').

1.7. Another objective is the establishment of a construction academy in the Leyton area of the borough to help those seeking to take advantage of job opportunities in the construction sector created by key physical strategic development in neighbouring boroughs within the Thames Gateway, in areas such as Stratford. Waltham Forest considers the youth (26% of the borough are under 20, 43% under 30) and cultural diversity within the borough as key assets, and is keen to build on them.

1.8. Waltham Forest Council has also recognised the crucial role of public transport, particularly in the accessibility of jobs for local people, and have a programme of comprehensive infrastructure initiatives including:

- re-opening of Lea Bridge station and upgrading of the Lea Valley line, with new north-south link to Stratford, Tottenham Hale and Stansted;
- reinstatement of Hall Farm Curve creating access from Chingford and Waltham Forest to Stratford and Jubilee line interchange, Central Line and DLR;
- new bus routes for residential and employment areas;
- redesigned Walthamstow bus station with improved facilities and new interchange with Walthamstow Central rail and tube station;
- enhancement of Black Horse Lane transport node;





**Map 6:** illustrating some of the changes for transport around the Waltham Forest Borough (source: 'Waltham Forest Regeneration and Investment Strategy Oct 2004').



1.9. In order to attract investors and encourage growth in the Borough Waltham Forest Council are working in partnership with key business support providers. Partnerships include:

- North London Limited;
- Waltham Forst for Business;
- Waltham Forest Business Forum;
- Social Enterprise Network,

1.10. These partnerships cover new investment in the Waltham Forest, Haringey, Enfield and Barnet areas; the delivery of support services to new and existing businesses across Waltham Forest; provision of opportunities for business networking, information, advice and feedback across Waltham Forest; and the development of existing social enterprise clusters, and the establishment of new social enterprises.

1.11. After interviewing Brian Whitely, a local authority planning officer working in regeneration at Waltham Forest, I was taken through other initiatives in health and education planned by the Council. There are plans for Local Improvement Finance Trusts (NHS LIFT) schemes supported with public and private finance opening in towns centres at:

- Comely Bank;
- Wood Street;
- Lea Bridge; and
- Higham Hill health centres.

1.12. There are also plans for a Health Academy to draw attention to career paths in the health and social care sectors for students,

through a partnership between sixth form colleges and universities, Whipps Cross University Hospital and Waltham Forest Primary Care Trust (PCT).

1.13. In terms of education there are a number of plans for the modernisation of schools and building a new secondary school at Seymour Road. Modernisation is to take place at:

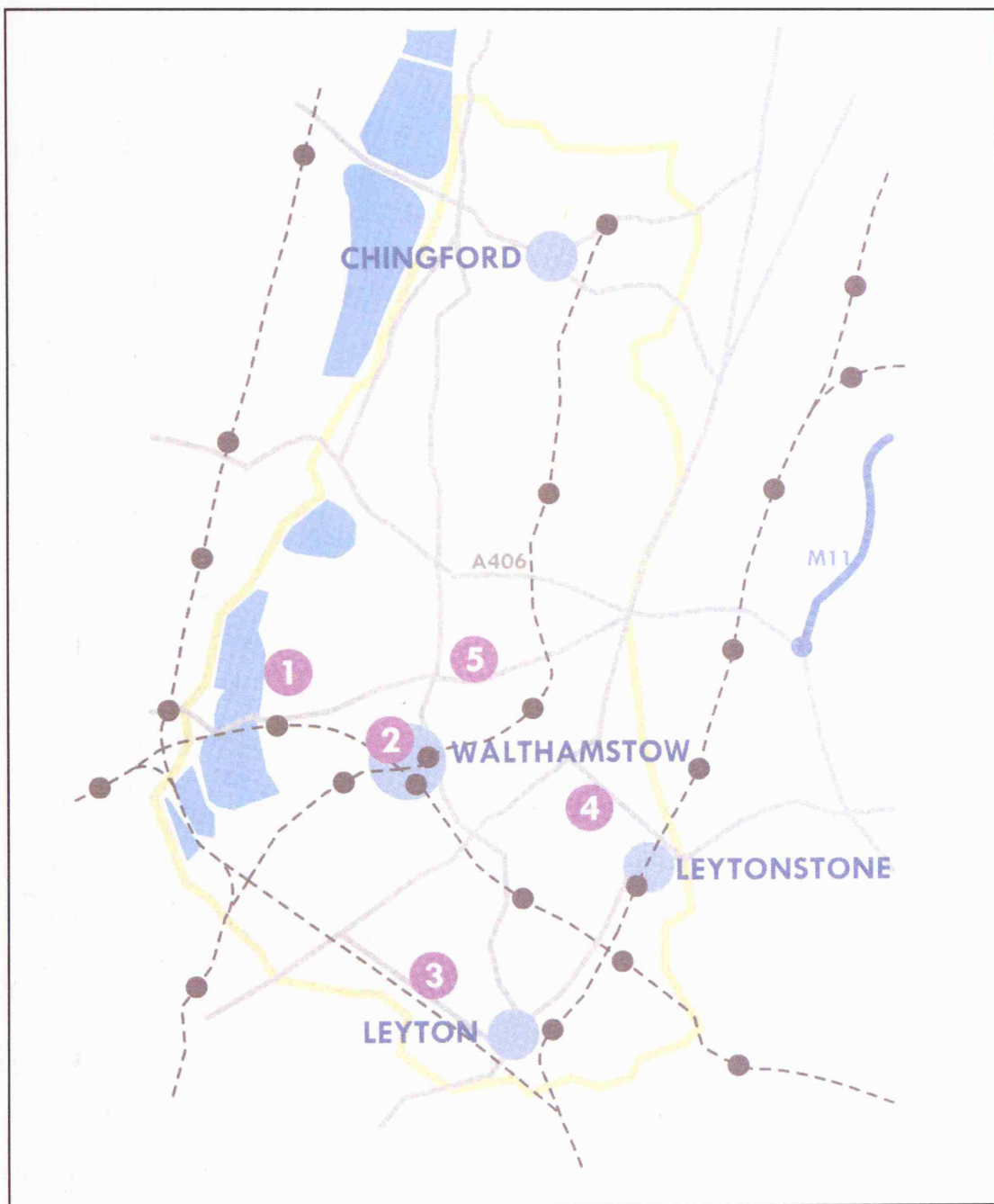
- Waltham Forest & Chingford City Learning Centre;
- Willowfield Primary School; and
- Northington Road School at Leytonstone in the south of the borough.

1.14. The interview with Brian Whiteley at Waltham Forest revealed more about their strategy for regeneration across the borough. Waltham Forest has protected key industrial areas in the Borough against the pressures of housing development in order to provide jobs for local residents on their doorstep. The borough relies heavily on public sector employment (10,000 jobs), and jobs on main industrial estates at Black Horse Lane near the tube station. These areas of employment have become all the more important after old electronics firms in the area had closed down.

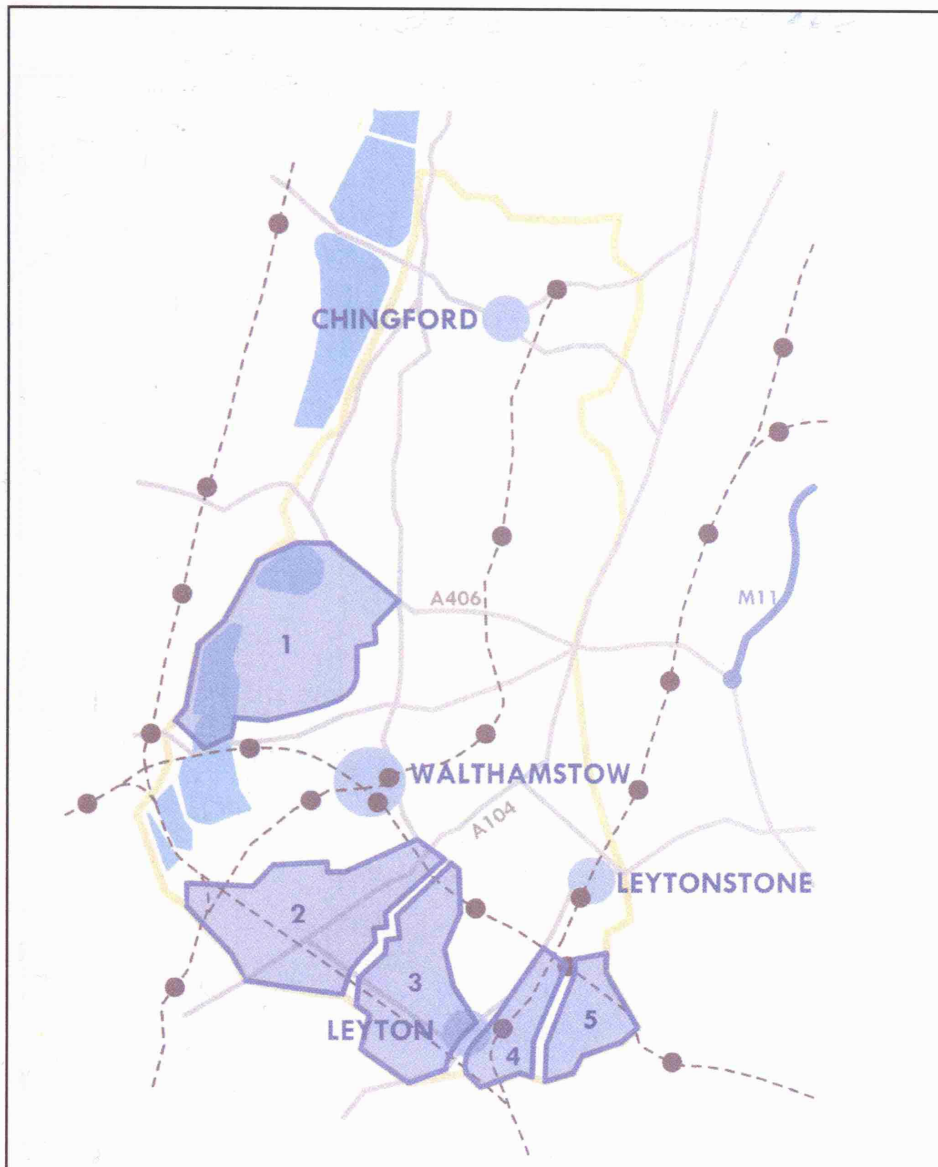
1.15. In the knowledge that retail in Waltham Forest is expected to drop by 8% at 2012 after the completion of Stratford City, there are also strategies for retail develop at Leyton and Walthamstow town centre, with the Council focusing on making stores developed along the A12 more viable. There is also a strategy for a commercial core at Black Horse Road tube station area

including mixed uses with B1 and residential/live work uses overlooking the reservoirs.

- 1.16. In terms of housing there have been a number of firm closures at Church Road around the Walthamstow area which have been replaced by housing, and there are plans for tower blocks at Walthamstow Central with the potential for 1,000-1,500 new residential units, and at the South Grove area to the west of Walthamstow. Waltham Forest will also host part of the Olympic Games in 2012 and there are Olympic stadia and residence planned for the athletes within the borough, which has brought enquiries from developers for housing.
- 1.17. The Waltham Forest Council has identified five key sites across the borough where much of the investment will be directed in a coordinated, strategic effort to spread regeneration across the borough, as part of an overall regeneration and investment framework. These key locations include: Blackhorse Lane; Walthamstow Town Centre; Leyton; Whipps Cross University Hospital; and Forest Road Campus.
- 1.18. As well as these, the strategy focuses on priority wards that contain some of the highest levels of unemployment, poor housing and crime, and some of the lowest levels of educational achievement. These wards include: Higham Hill; Lea Bridge; Leyton; Cathall; and Cann Hall.

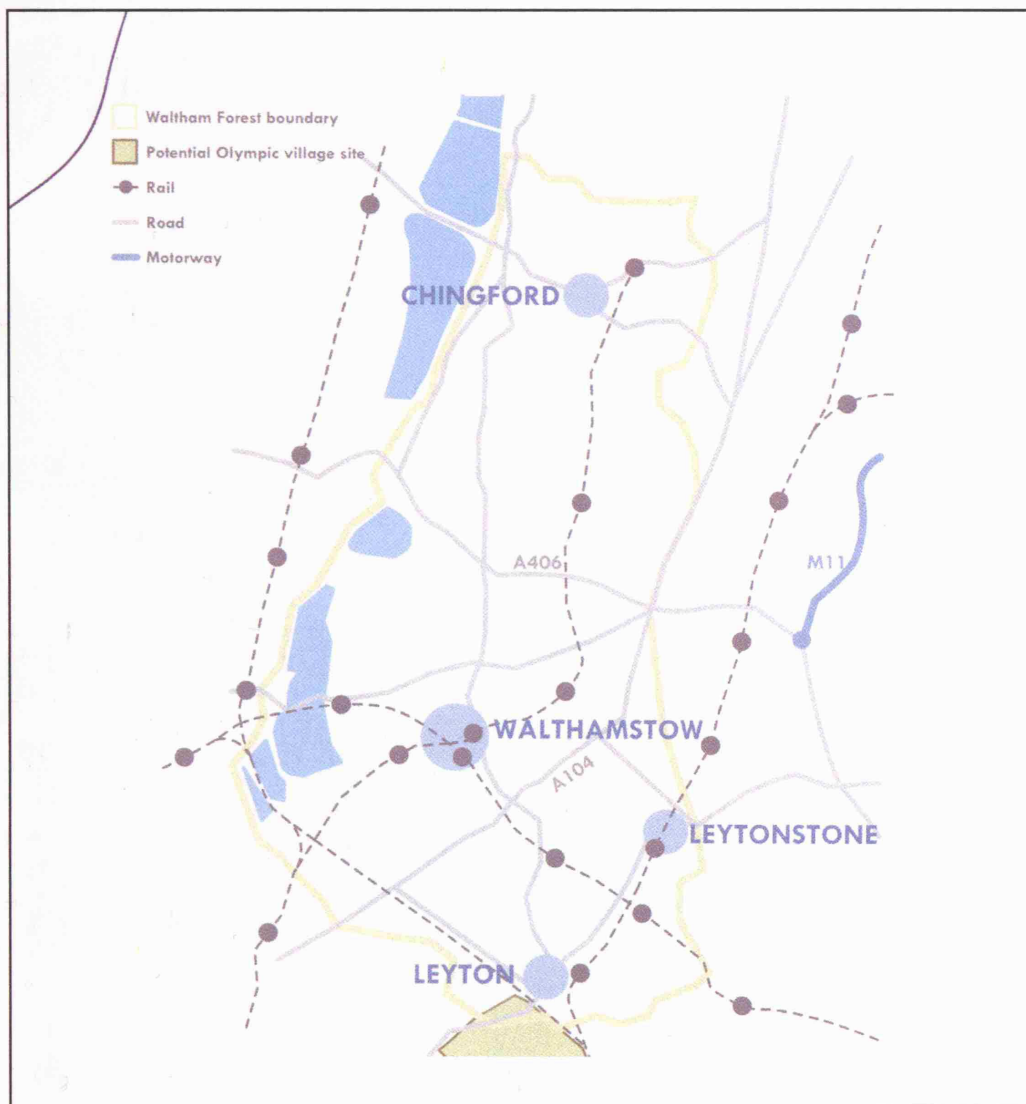


**Map 7:** showing key investment locations in the Waltham Forest borough, including: 1. Blackhorse Lane; Walthamstow Town Centre; Leyton; Whipps Cross University Hospital; and Forest Road Campus (source: 'Waltham Forest Regeneration and Investment Strategy Oct 2004')..

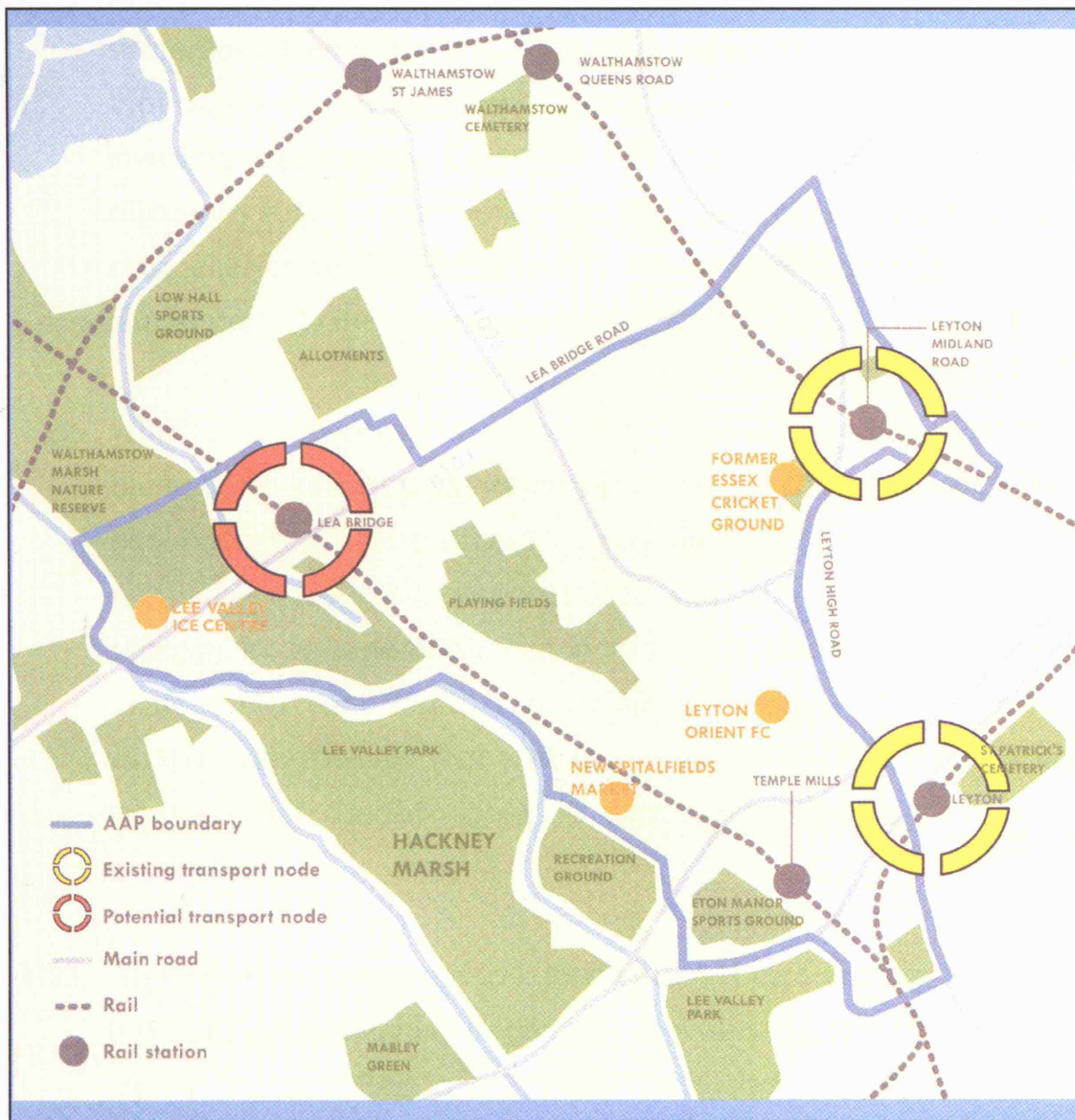


**Map 8:** priority wards for regeneration in the borough (source: 'Waltham Forest Regeneration and Investment Strategy Oct 2004').

1.19. Waltham Forest Council are also seeking to build on Leyton Town Centre's position as a significant commercial centre and important transport node, as well as its proximity to regeneration initiatives occurring in Stratford. Leyton is also a potential area for Olympic development, and the Council are working with its partners to transform the area into a vibrant, high quality, mixed-use city district.



**Map 9:** showing area of potential Olympic development within the borough at Leyton (source: 'Waltham Forest Regeneration and Investment Strategy Oct 2004').



**Map 10:** showing Area Action Plan boundary and plans for a new transport node for a new city district area at Leyton Town Centre (source: 'Waltham Forest Regeneration and Investment Strategy Oct 2004').

## 1.20. Critical analysis

1.21. The regeneration strategy for the Waltham Forest is an attempt to bring regeneration to all parts of the Waltham Forest borough in a coordinated effort, and includes all the different elements that



make up a comprehensive strategy for regeneration. There are strategies for employment, housing, good strategies for transport that do not rely on regional transport strategies such as Crossrail, investment strategies, a strategy for skills training with a planned academy for the construction industry, approaches to increased capacity for retail and business in the key town centres, and a leisure strategy that carries the weight of the Olympic behind it.

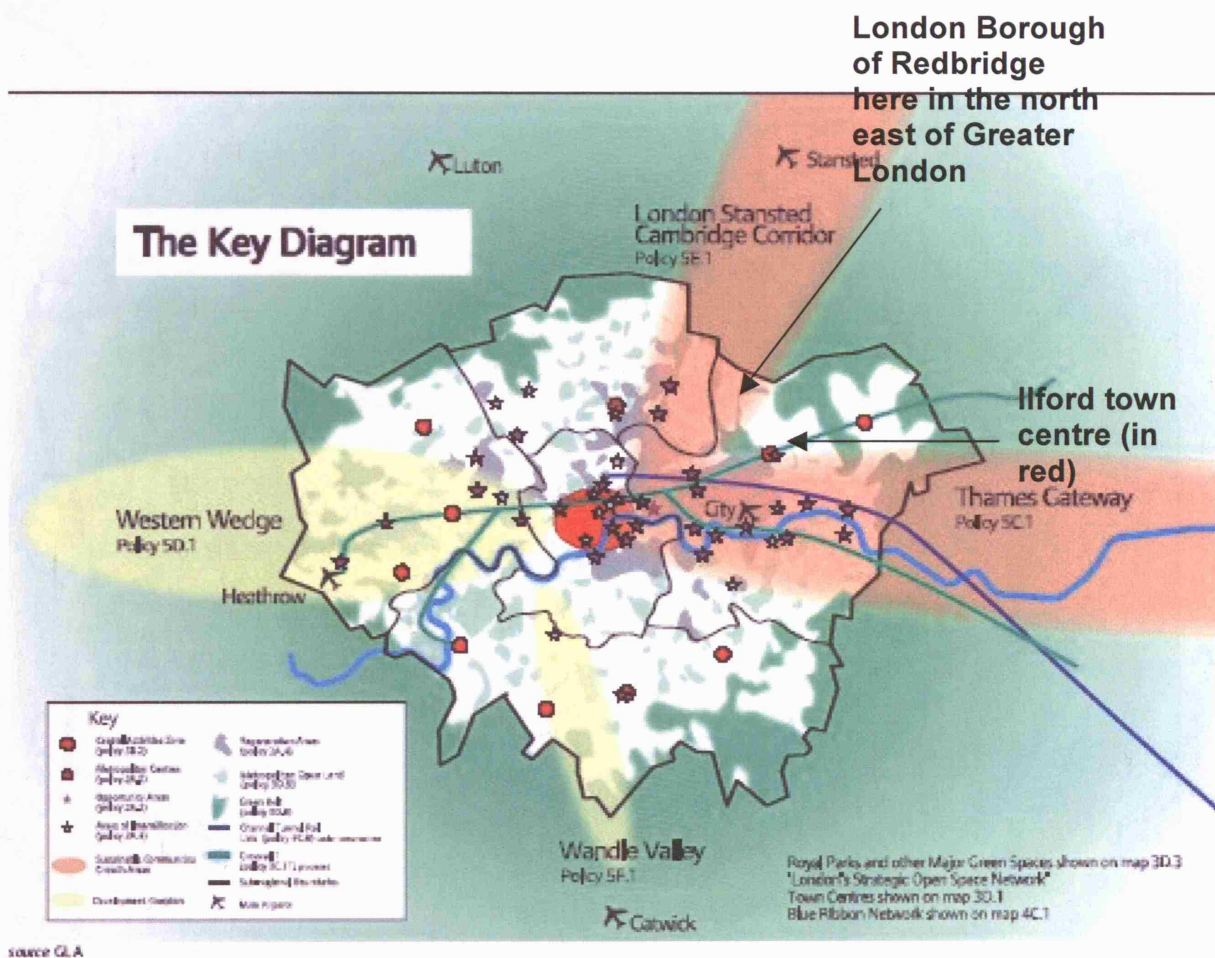
- 1.22. What is strong about the overall strategy is the way in which there is no reliance on a single particular land use such as housing or employment, and the regeneration initiative is spread across the borough in a coordinated way, within a framework or strategy for regeneration that includes the whole borough; the strategy has not been formulated solely for the key town centre at Walthamstow Central with the expectation that the whole borough will benefit from its economic growth, which is unrealistic.
- 1.23. The initiative does seem to lack an open space strategy, but this is a borough containing large parts of green space including Lea Valley Regional Park and Epping Forest, so that a strong open space policy has always been top of the Council's policy making agenda.
- 1.24. The strategy also recognises the existing strengths of the borough such as its good transport links to central London and key strategic locations such as Stratford, and intends to build on these strengths, as well its proximity to key regeneration locations with improved transport infrastructure and strong skills development initiatives, such as the construction academy in Leyton, to extend job opportunities to residents within the



borough. As inward investment and business growth are also key elements of the overall strategy, the Council are keen to nurture the business community and create more jobs locally and so encourage more investment in the borough.

- 1.25. The Waltham Forest regeneration strategy also targets priority wards, which includes those wards experiencing some of the highest unemployment and crime rates in the borough, with poor housing and low educational achievement. The physical or environmental and the social transformation of the lives of the most disadvantaged people in the borough is the top priority for the Waltham Forest regeneration strategy, which considers diversity as social capital.
- 1.26. Transport is a key element of the borough's overall strategy, and the redesigned bus station at Walthamstow Central, now complete and functioning, is the first step in the overall strategy and signals the Council's intent to make regeneration happen. It also shows the organisation, direction and purpose inherent within the Council and their partnerships, and demonstrates a political willingness essential to regeneration initiatives.
- 1.27. In identifying priority wards the Council has also recognised the very purpose of regeneration, which is to eradicate areas of decline and decay, poor living conditions, low unemployment and low academic achievement, and bring relief from these conditions and a better standard of living for the community in general. Planning and social science academics aware of the history of regeneration in the UK will know that it is not just about growth and wealth creation, and the strategy for Waltham Forest demonstrates that awareness.

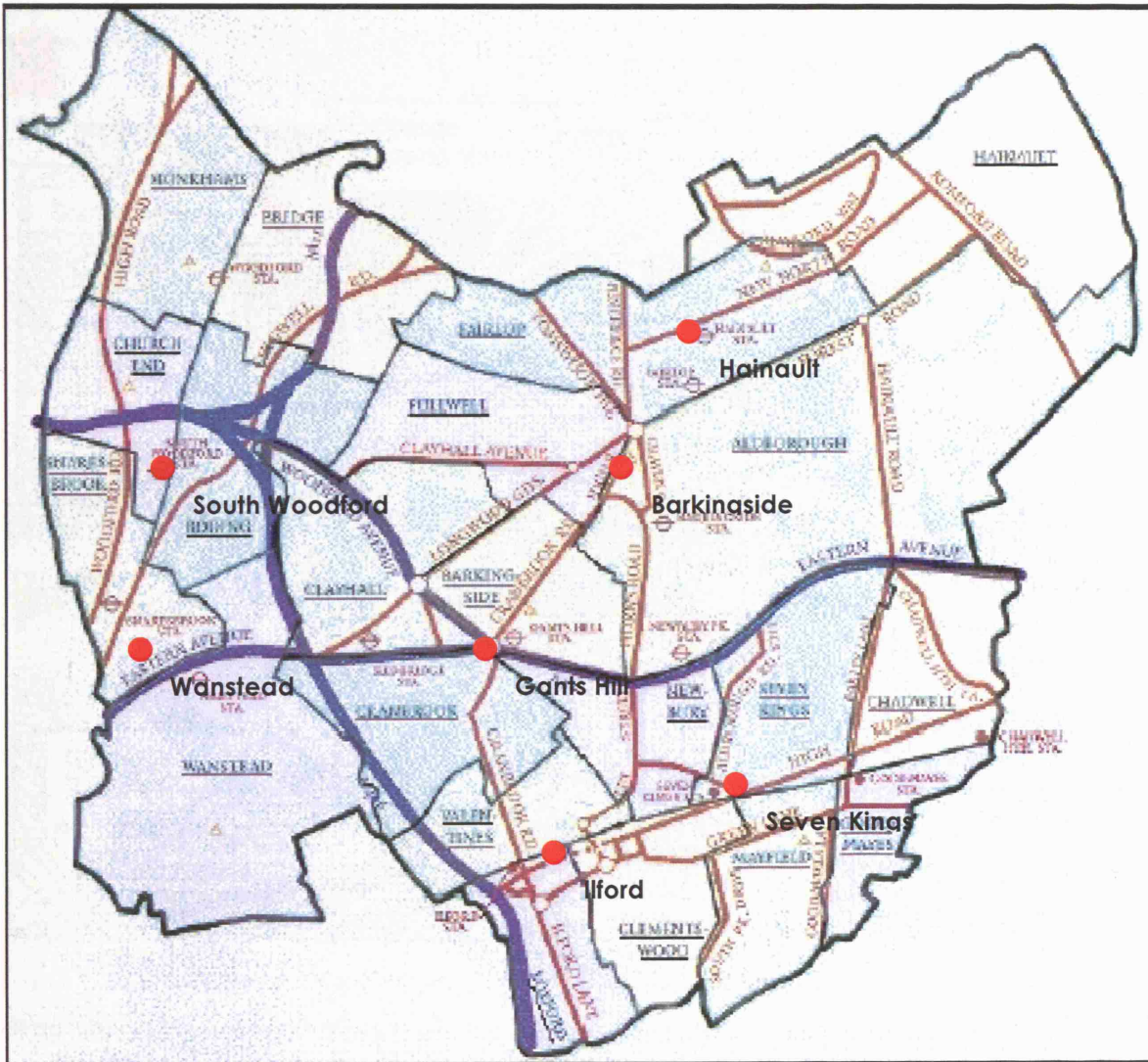
## 2. Preparations in the London Borough of Redbridge.



**Map 11:** Location of Redbridge relative to London and the key regeneration areas of the London Thames Gateway and the London Stansted Cambridge Corridor (source: 'The London Plan: Spatial Development Strategy for Greater London'. February 2004)

## 2.1. The Vision document for Ilford Town Centre.

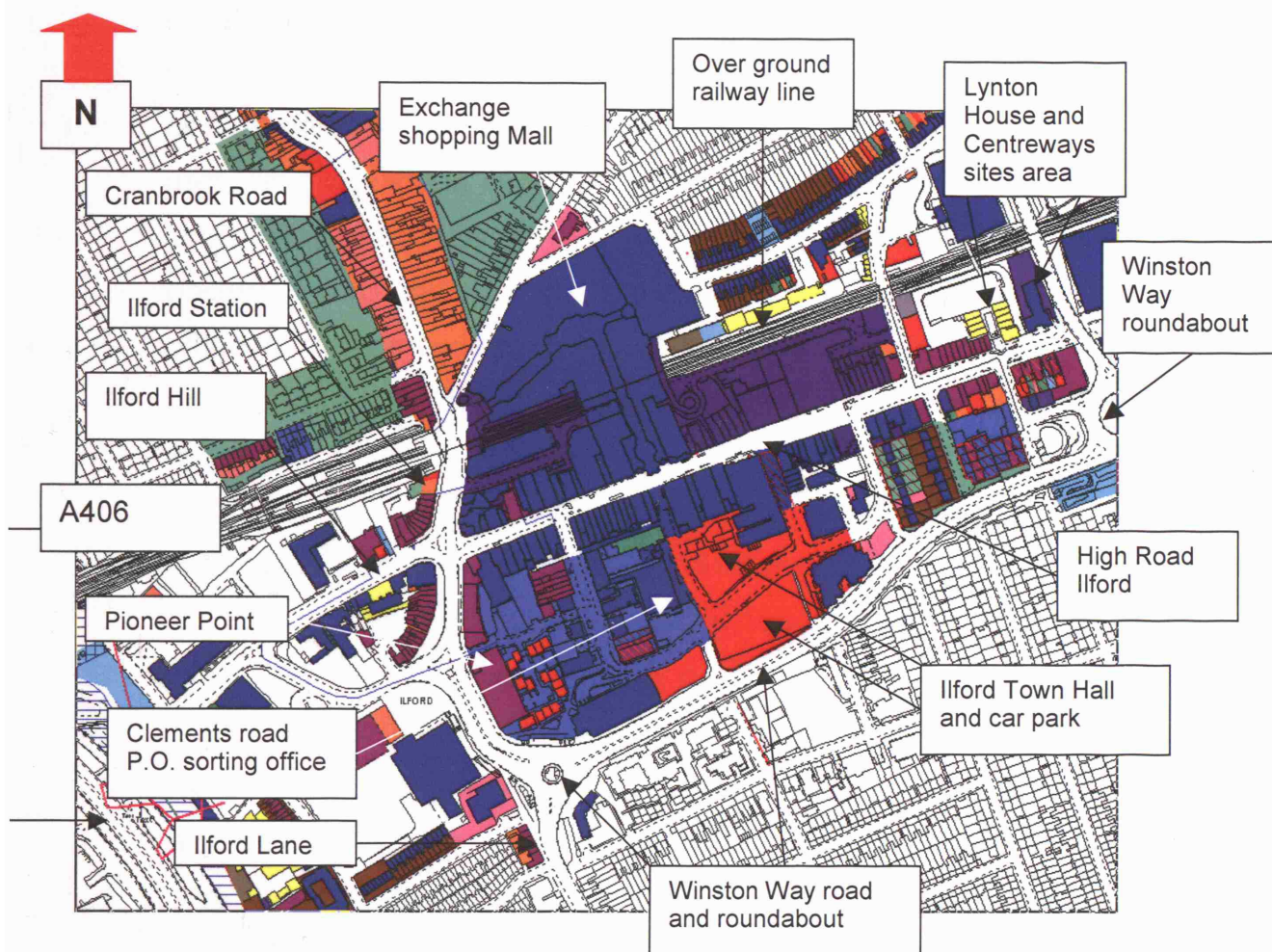
2.2. The Vision for regeneration for the London Borough of Redbridge is set for the period to 2030, and is directed by a set of ten overall objectives set out in the Council document 'Progressive Ilford: a thriving metropolitan centre in the Thames Gateway' (Arup & CB Hillier Parker 2002), and include:



**Map11:** Main roads and key town centres in Redbridge (source: 'Local Implementation Plan 2005'06 – 2010/11' London Borough of Redbridge)

1. Perform metropolitan and local roles;
2. Serve the Thames Gateway and East London;
3. Be known for its urban quality;
4. Introduce new uses and facilities;
5. Develop specialist retail markets;
6. Improve access and connectivity;
7. Improve urban space;
8. Build civic pride;
9. Create a unique physical catalyst;
10. Strengthen town centre management;





**Map 12:** location map of Ilford Town Centre, London Borough of Redbridge. This is the core area that is the focus of regeneration in Ilford and within the borough as a whole.

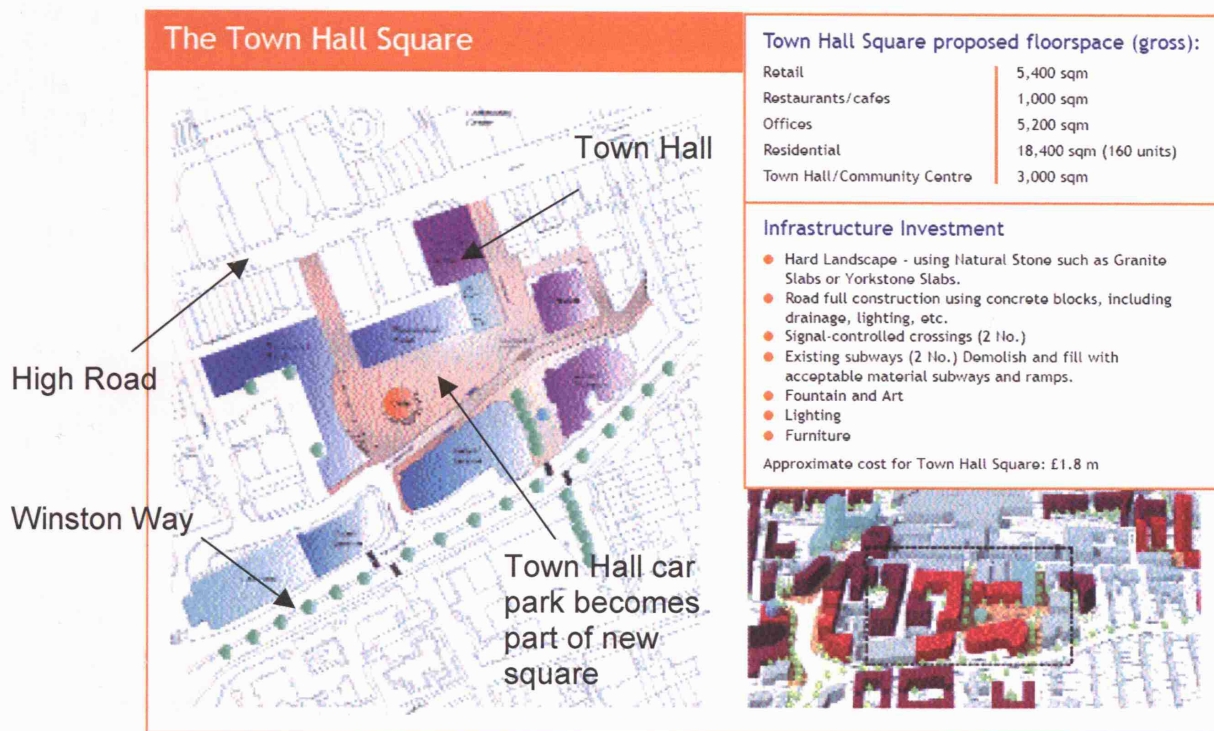
2.3. The Vision document for Redbridge also contains a strategy for the town centre to support the ten Objectives. This part of the Vision document is split into three sections relating to the 'Urban Environment', 'Accessibility' and 'Scale of Change'.

2.4. **Urban Environment** – the key elements for changes to the urban environment in Ilford include the priority areas of the Town Hall Square, Ilford Lane/Ilford Hill, and Centreway/Winston Way. For the Town Hall Square, the plan is create a landmark space or 'Square' at the centre of Ilford using the Town Hall car park

(which would be removed) to the rear of the building, and the postal sorting office which would include a mixture of uses such as high street retail, cafes, existing leisure facilities and residential uses, and would be a focus for the community and visitors to Ilford town centre. Much of the Clements Road area would be pedestrianised and access given to buses only. The Postal Sorting office could be redeveloped, also containing mixed uses and part of the new open space/square, with the postal offices relocated.

2.5. The Square is set to be a centre for outdoor entertainment and a focus for festivals with public art and exceptional design features, as well as an informal meeting point. The plan was for the development of the Square to take place within two to three years of the adoption of the 2002 document, in order for it to act as a catalyst for the regeneration of the town centre, but as yet no such development has taken place. Indeed today this part of the vision is under threat, as the preferred site for the relocation of the Postal Sorting Offices, Seven Kings Lorry Park, has become the subject of a draft development brief (Draft Seven Kings Lorry Park Development brief 2005: London Borough of Redbridge) for a mixed use development, and there is some question over whether the required space will be available for a new postal sorting office on that site.

2.6. Also no partnership has been formed and no master plan for the Town Hall and Postal Sorting Offices area has been drafted by the site owners (the Council and Consignia), including plans for the sorting offices relocation site, Seven Kings Lorry Park, and there has been no overall promotion of this development option, as was suggested should be prepared in the Vision document.



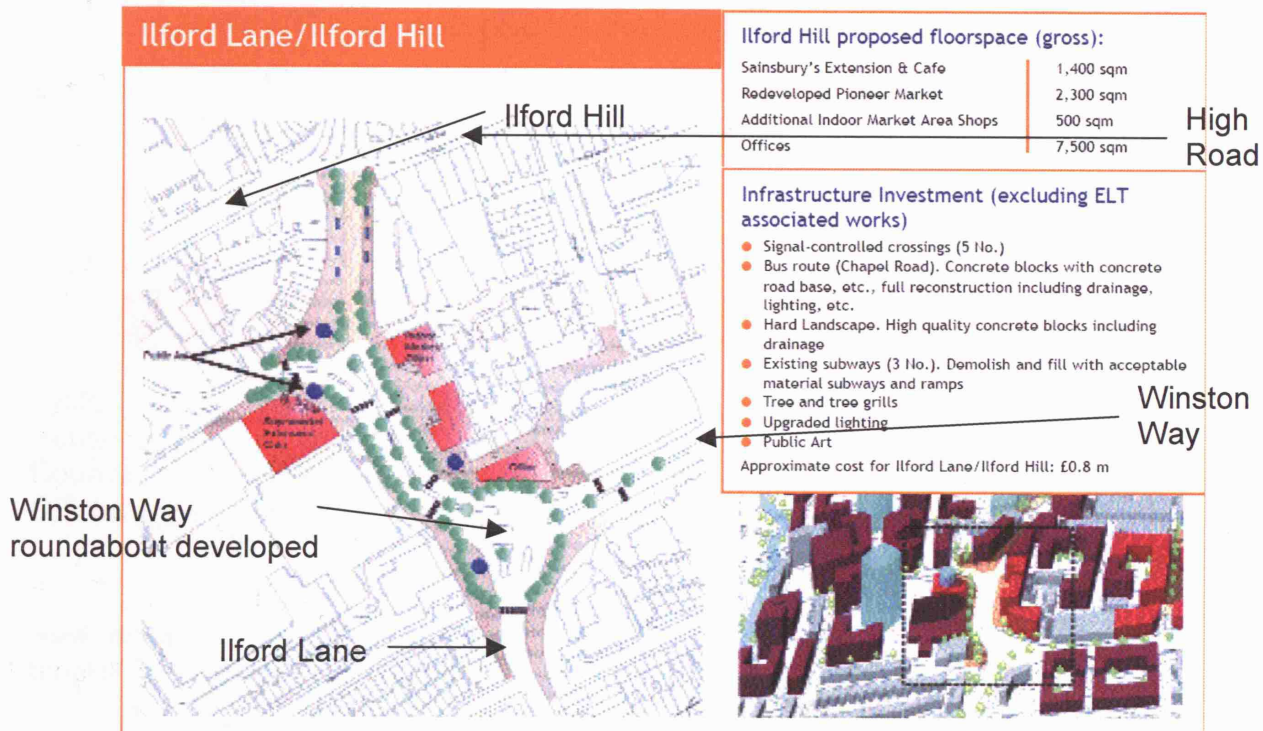
**Map 13.** Plans for the new square at Ilford Town Centre (source: 'Progressive Ilford...' Arup and CB Hillier Parker 2002).

2.7. At Ilford Lane/Ilford Hill the Vision document outlines '*dramatic infrastructure changes in connection with the East London Transit (ELT)*' ('Progressive Ilford' Arup & CB Hillier Parker 2002). that has been planned to run through the Borough from the Barkingside area in the north to Ilford Lane in the south and on towards Barking. The plan is to develop under utilised sites on Ilford Lane and integrate them with infrastructural changes to accommodate the ELT, which would include the removal of the roundabout at Winston Way, in order to amalgamate the specialist Asian shopping area at Ilford Lane with the Sainsburys supermarket opposite the Pioneer Market area.

2.8. The intention is also to expand the town centre and eliminate the barrier of the Winston Way roundabout bringing greater connectivity and releasing more land for development. However these plans depend on the implementation of the ELT, which at



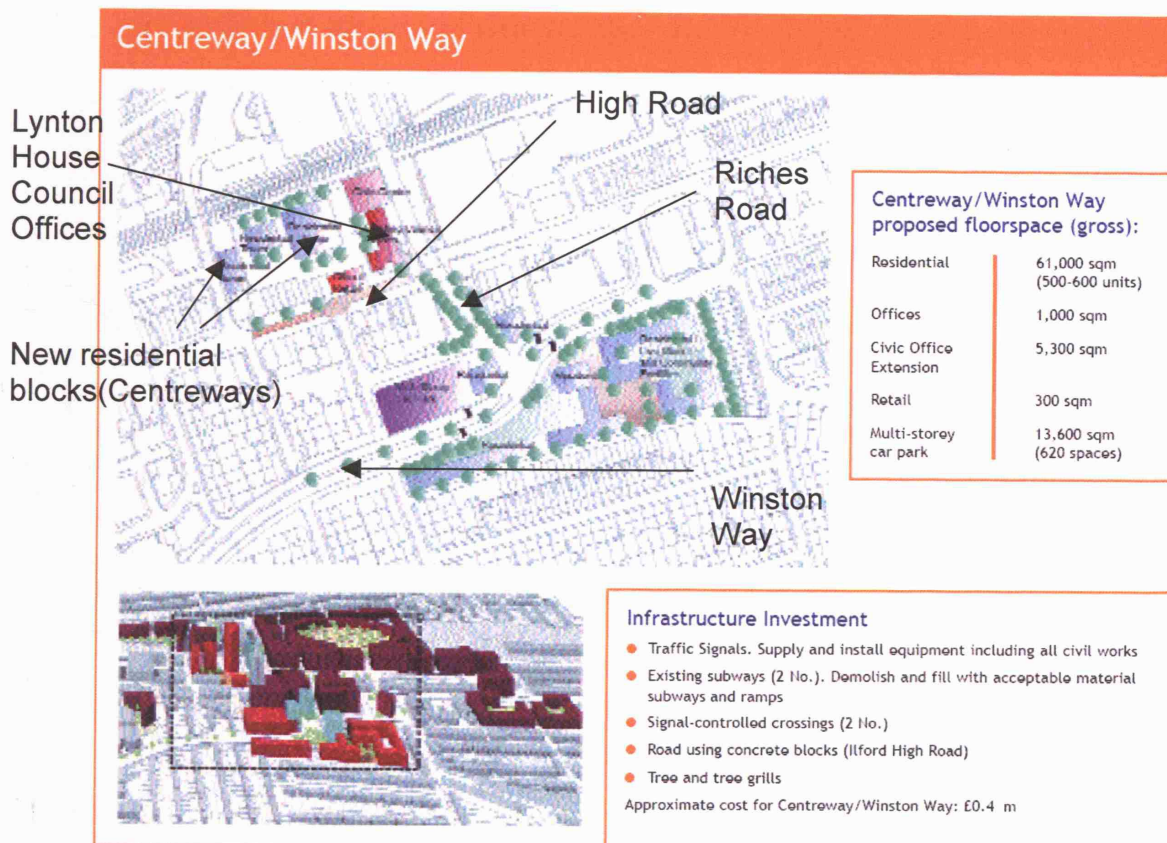
the time of drafting the Vision document, was set to take place over the following two years, but this has not yet happened. Its reliance on the sub regional strategy for the ELT is the problem with this plan, where as other local authorities have planned and implemented transport infrastructure changes of their own.



**Map 14:** plans for the redevelopment of the Ilford Lane and Ilford Hill areas, bringing them together in one single, enlarged retail area (source: 'Progressive Ilford...' Arup & CB Hillierv Parker 2002).

2.9. Major, land mark development has also been suggested for the current roundabout and Pioneer Market area, and only this part of the plan is actually taking shape, with a planning application for a multi storey residential development at Pioneer Market granted, and demolition complete and the site cleared, but only parts of the overall strategy is taking shape with the rest looking doubtful.

2.10. The third priority area at Centreway/Winston Way involves the conversion of the Winston Way/Griggs approach roundabout to the east of the Pioneer Market area further along Winston Way to a signalised junction to balance changes at the western end (as above) and enable the road system to function efficiently. Also near the Council offices at Lynton House, to the north of Winston Way/Griggs approach roundabout and to the east of the High Road, residential development was outlined as part of the overall vision, and this development has been underway for the past year and is almost complete.



**Map 15:** planned changes for major residential development at the eastern end of the High Road, Ilford town centre (source: 'Progressive Ilford...' Arup & CB Hillier Parker 2002).

2.11. Away from these priority areas the Vision document generally outlines plans for major development at the north of the railway



between Ilford and Seven Kings railway stations and north of Ilford town centre in the form of an extension of the main retail centre for Ilford, linking it further to Cranbrook Road to the West of the town centre. Also at Ilford Hill to the west of the town centre and east of the north circular, it is considered that there is some opportunity to redevelop the office blocks, which are currently underlet, for public accessible car parks and the provision of some landmark architecture.

2.12. **Accessibility** – the main priorities for Ilford town centre in terms of accessibility as recognised by the Vision document are to maintain efficient car access to the town centre in order to ensure its survival, and providing a friendlier environment for pedestrians whilst making operations for public transport more efficient. In order to achieve these priorities the Vision makes a number of suggestions for cars, buses, rail, and pedestrians and cyclists. They include:

- **Cars;**
  - Improve the distribution of traffic to and from the A406 with a new slip road from Winston Way and Ilford Lane to redistribute traffic from Ilford Hill;
  - Rationalise parking provision by relocating facilities to the edge of the town centre and cutting down trips through the town centre by car;
  - Reducing existing town centre roads to streets, and providing pavements and frequent pedestrian crossings;
  - Increase connectivity by creating links (especially across the railway), particularly north and south links currently cut by Winston Way.

- Buses:
  - Improve the quality of and protection for existing bus corridors;
  - Rationalise the number of bus stands within the town centre;
  - Move east west bus routes from Clements to a redefined Winston Way for more efficiency and to allow an expanded town centre;
  - Provide good quality bus – rail interchanges and lay – overs at locations either side of the town centre.
- Rail
  - Pursue Crossrail as integral to the future of Redbridge, as the success of the Vision would be significantly increased with it;
  - Redevelopment of Ilford station with a bus interchange, improved passenger facilities, and taxi operations, as part of a landmark commercial development;
  - Pursue the DLR extension from Beckton via Barking , to connect Ilford to growth areas in the Thames Gateway;
- Pedestrians
  - Provide crossings at all locations along the reconfigured Winston Way to improve accessibility to the town centre;
  - Eliminate roundabouts and wide carriageways from the town centre;
  - Provide additional north south links over the railway and north of the town centre.
- 
- Cyclists;
  - Promote direct radial access routes in the town centre for cyclists;

- Provide parking and storage within the core of the town centre;
- Consider cycle lane along strategic routes.

2.13. **Scale of change** – the thinking behind this part of the strategy is that as more housing is developed the number of people in employment in Ilford will increase significantly as more take up residency in the metropolitan centre, and consequently the amount of commercial and retail floor space will need to grow considerably.

2.14. The Vision outlines a reduction in the amount of parking and road space, and an increase in open space around the town centre with changes achieved through higher densities for redevelopment. The central element of redevelopment will be residential development, which will create the potential for other development including retail and leisure facilities, with increased community infrastructure such schools and health facilities.

2.15. The Council have a target of 5,000 new dwellings within Ilford town centre in order to help meet their commitment (at 2002) to housing targets set for the borough in the Mayor's London Plan (borough wide target of 10,800 by 2016), which indicates a population increase within the town centre of around 11,000 – 13,000. Ilford is to be promoted as a prime residential hub which, it is hoped, will generate demand for improved retail, leisure and evening economy provision. So residential development is the key to the success of the Vision for Ilford town centre and the Council are relying on the success of current initial housing development underway to the east of the High Road near Lynton House (Council offices) and the growth of the residential

market within Ilford to act as a catalyst in attracting other major residential developers, and so act as a driver for regeneration. The Vision also states that further phases in the process depend on the success of the first five years.

2.16. The Vision document actually goes as far as to calculate the demand for future retail floorspace based on the success of the housing market in Ilford, with a proposed level of 28,700 sqm of additional retail floorspace up to 2016, much of which is to be achieved as mixed use development.

2.17. In terms of office space the Vision, though accepting that the office market in London has been very slack, envisages an additional 10,000 sqm of office within Ilford town centre up to 2012 through improvements to the environment of the town centre , and again through the success of the residential market in the town centre, instigating improvements in road and rail links, leading to an increased interest in Ilford town centre from major investors in business, hence the higher volumes of new office floors space. So again this element of the Vision, as most parts, is reliant on the success of the housing market within the town centre, including increased leisure facilities which is expected to grow as part of a virtuous circle with the increased population spending more money on leisure time in the town centre.

2.18. **Housing targets over employment** – The drive to meet housing targets in the London Borough of Redbridge is very strong, as targets for the borough were set in the London Plan for around 10,860 units by 2016, with an annual monitoring target of 540 (see table 1 below). This has meant that over the past three years Redbridge has seen around 27.77 hectares of employment land given planning permission for conversion to housing or mixed-use development, largely comprising of housing units, totalling

around 2,984 units built, in progress, or with planning permission. More office space is set for conversion to housing in town centres like Gants Hill, but the Mayor for London's Housing Capacity Study July 2005 has increased targets for Redbridge significantly to 16,327 by 2017 with the new annual target jumping from 540 to 1,090, which will no doubt further influence a regeneration initiative already heavily directed by housing and housing targets. (see tables 2 and 3 below).

**table 3A.1 Provision for additional 'homes' targets, 1997-2016**

Areas	Total target	Annual monitoring target	Areas	Total target	Annual monitoring target
<b>Central sub-region</b>			<b>West sub-region</b>		
Camden	16940	850	Brent	13510	680
Islington	18070	900	Ealing	12930	650
Kensington and Chelsea	10800	540	Hammersmith and Fulham	8040	400
Lambeth	28910	1450	Harrow	6620	330
Southwark	29530	1480	Hillingdon	8890	440
Wandsworth	16470	820	Hounslow	9450	470
Westminster	19480	970	<b>Sub-total</b>	<b>59440</b>	<b>2970</b>
<b>Sub-total</b>	<b>140200</b>	<b>7010</b>	<b>North sub-region</b>		
<b>East sub-region</b>			Barnet	17780	890
Barking and Dagenham	10110	510	Enfield	13180	660
Bexley	5520	280	Haringey	19370	970
City	2100	110	Waltham Forest	9140	460
Greenwich	16090	800	<b>Sub-total</b>	<b>59470</b>	<b>2980</b>
Hackney	14310	720	<b>South sub-region</b>		
Havering	6900	350	Bromley	11450	570
Lewisham	17350	870	Croydon	17020	850
Newham	17770	890	Kingston	6710	340
Redbridge	10860	540	Merton	8610	430
Tower Hamlets	41280	2070	Richmond	5360	270
<b>Sub-total</b>	<b>142290</b>	<b>7140</b>	Sutton	7400	370
			<b>Sub-total</b>	<b>56550</b>	<b>2830</b>
			<b>London</b>	<b>457950</b>	<b>23000</b>

source London's Housing Capacity, GLA, 2000

**Table 1:** Greater London Housing Targets 1997-2016 (source: Mayor's London Plan 2004, GLA)

Subregion	Borough	Large Site Capacity	Small Site Allowance	Non Self-Contained	Vacants	Total Capacity
Central	Camden	1,432	2,940	998	602	5,972
Central	City of Westminster	1,713	3,890	499	950	7,051
Central	Islington	4,213	5,703	1,330	0	11,246
Central	Kensington & Chelsea	694	1,677	116	0	2,487
Central	Lambeth	5,826	4,569	989	0	11,383
Central	Southwark	3,745	7,287	5,247	0	16,279
Central	Wandsworth	2,960	3,960	509	247	7,676
East	Barking & Dagenham	10,756	1,153	0	0	11,909
East	Bexley	2,419	957	54	258	3,688
East	Corporation of London	0	1,654	66	0	1,720
East	Greenwich	18,170	1,027	904	0	20,101
East	Hackney	3,640	5,622	690	0	9,952
East	Havering	3,533	1,572	0	0	5,105
East	Lewisham	5,437	3,150	1,407	836	10,830
East	Newham	30,371	4,297	441	0	35,109
East	Redbridge	13,979	2,290	57	0	16,327
East	Tower Hamlets	18,379	11,615	1,166	0	31,160
North	Barnet	15,569	3,286	77	705	19,637
North	Enfield	1,201	2,471	66	603	4,342
North	Haringey	4,618	1,332	93	1,157	7,200
North	Waltham Forest	2,342	3,099	184	380	6,005
South	Bromley	1,540	3,259	30	406	5,235
South	Croydon	5,130	3,905	241	1,946	11,222
South	Kingston upon Thames	2,088	1,405	1,150	0	4,643
South	Merton	1,576	1,944	114	234	3,868
South	Richmond upon Thames	951	1,706	31	0	2,689
South	Sutton	1,019	2,445	0	0	3,464
West	Brent	7,769	2,877	1,000	1,500	13,146
West	Ealing	6,595	1,739	133	0	8,466
West	Hammersmith & Fulham	2,618	1,314	273	585	4,790
West	Harrow	2,324	1,276	146	257	4,002
West	Hillingdon	1,902	1,268	243	843	4,256
West	Hounslow	2,882	1,458	30	0	4,370
<b>London Total</b>		<b>187,387</b>	<b>98,146</b>	<b>18,284</b>	<b>11,509</b>	<b>315,327</b>

Table 2:

### **Total Capacity by Borough** 2004 London Housing Capacity Study

(source: Mayor's London Plan 2004, GLA)



Sub region	Borough	New Total Annual Capacity*	Current Annual Target**	Change	%Change
Central	Camden	595	850	-255	-30.0%
	City of Westminster	705	970	-265	-27.3%
	Islington	1,125	900	225	25.0%
	Kensington and Chelsea	250	540	-290	-53.7%
	Lambeth	1,135	1,450	-315	-21.7%
	Southwark	1,625	1,480	145	9.8%
	Wandsworth	765	820	-55	-6.7%
East	Barking and Dagenham	1,190	510	680	133.3%
	Bexley	370	280	90	32.1%
	City of London	170	110	60	54.5%
	Greenwich	2,010	800	1,210	151.3%
	Hackney	995	720	275	38.2%
	Havering	510	350	160	45.7%
	Lewisham	1,080	870	210	24.1%
	Newham	3,510	890	2,620	294.4%
	Redbridge	1,630	540	1,090	201.9%
	Tower Hamlets	3,115	2,070	1,045	50.5%
North	Barnet	1,965	890	1,075	120.8%
	Enfield	435	660	-225	-34.1%
	Haringey	720	970	-250	-25.8%
	Waltham Forest	600	460	140	30.4%
South	Bromley	520	570	-50	-8.8%
	Croydon	1,120	850	270	31.8%
	Kingston upon Thames	465	340	125	36.8%
	Merton	385	430	-45	-10.5%
	Richmond upon Thames	270	270	0	0.0%
	Sutton	345	370	-25	-6.8%
West	Brent	1,315	680	635	93.4%
	Ealing	845	650	195	30.0%
	Hammersmith and Fulham	480	400	80	20.0%
	Harrow	400	330	70	21.2%
	Hillingdon	425	440	-15	-3.4%
	Hounslow	435	470	-35	-7.4%
<b>London Total</b>		<b>31,505</b>	<b>22,930</b>	<b>8,575</b>	<b>37.4%</b>

Table 3:

### Borough Annual Housing Targets for 2007/08 to 2016/17

#### 2004 London Housing Capacity Study

(source: Mayor's London Plan 2004, GLA)

## 2.19. Critical analysis.

2.20. Currently the London Borough of Redbridge has no adopted urban strategy, area action plans or master plans for Ilford or any of the town centres within the borough, and there is no overall

strategic framework for regeneration for the borough. Its economic and investment strategies are insufficient for regeneration according to the Chief Regeneration Officer at the London Borough of Redbridge (see interview material at 3.19 below), and there is no strategy for skills training, with no community development trusts (CDT) in the borough through which such training schemes could possibly be set up. Also the Council's 'Vision' document ('Progressive Ilford: a thriving metropolitan centre in the Thames Gateway' Arup & CB Hillier Parker 2002), which is based almost entirely around housing development within the metropolitan town centre of Ilford, is not a vision for the whole borough.

2.21. There is actually a great deal of development activity within Ilford, but this is almost entirely tower block housing development and investment that is taking place in the absence of a strategy for Ilford or the borough as a whole. Without an effective, working transport, environment strategy or master plan already in place, it is difficult to contemplate development on such a huge scale being achieved in a sustainable manner or that could constitute a lasting process of regeneration beneficial to the community across the borough. The impact of this development has no basis in terms of a considered strategic outlook, and it is not possible to determine what constraints it might place on the ambitions of any future strategy for regeneration, once a strategy has been formulated, or the opportunity cost in terms of the choices for an alternative, more beneficial regeneration strategy.

2.22. **Open Space** – The major environmental changes to the town centre outlined in the 2002 vision document, (see above), are



being carried out in the absence of a comprehensive open space strategy for the town centre or the borough as a whole. An effective open space strategy would not only allow for gaining the maximum open space, but would place the council in the best position to choose the best urban design option for the town centre.

2.23. Open space strategies are key in making large scale environmental changes, because they act rather like a 'basecoat' upon which all the strategies for and changes to the urban form can take place whilst always considering the best environmental and ecologically sustainable options for the borough. Good, effective open space strategies are also very useful in attracting investment, engendering local civic pride and attracting visitors and consumers to the town centre, and are an essential part of successful investment strategies. Much more could be achieved in Ilford in terms of the overall regeneration effort through adopting a comprehensive open space strategy.

2.24. **Investment or economic strategy** – the current economic strategy for Redbridge is again a document that carries many wishes but is very short on detail. It has five overall targets including:

- Fostering partnerships and enterprise;
- Building on what we have;
- Improving the image of Redbridge;
- Maximising people's potential; and
- Providing suitable homes.

2.25. The strategy is in leaflet format and has aims and actions in bullet points, but has no dedicated investment strategy for the regeneration initiative itself. Regeneration is largely an attempt to boost the economy of the local area, so a strategy for investment that is specifically part of the overall regeneration effort would be beneficial to the borough as whole. This strategy should then be written into any regeneration documents produced by the Council and promoted together as an overall regeneration strategy. This has not happened.

2.26. Skills Training – The Vision for regeneration in Redbridge does not contain an effective strategy for the development of skills or community capacity within the borough that will put local residents in a favourable position when seeking out jobs created in those areas of the Thames Gateway containing key regeneration initiatives. Neighbouring boroughs such as Waltham Forest have plans for a skills academy and programmes for training aimed at the construction industry, with areas such as Newham and particularly Stratford in mind, as well as the large programme of housing and Olympic development scheduled for the Lea Valley and other areas of Newham and Waltham Forest.

2.27. Considering the proximity of Redbridge to these boroughs it makes sense that Redbridge Council should see this as a major employment opportunity for people in their borough, but it seems they do not. As detailed later in this report, Chris Shellard, Chief Regeneration Officer at Redbridge Council agrees. He was also involved in the plans for regeneration at Waltham Forest and wants to develop a strategy like his previous employer's for Redbridge, with an academy aimed at the construction industry, which he sees as a potential major employer in the sub region.

2.28. As pointed in the chapter 2, employment opportunities will be created all over the Thames Gateway, and the construction of the new Thames Gateway Bridge across the Thames between Newham and Greenwich will open further opportunities to residents in the Borough, as well as possibly bring investment. Through the wider regeneration initiative within the Thames Gateway jobs are set to be created in the manufacturing industry, finance/business services, infrastructure development, construction industry, creative and media industries, research and development, and important office administration and IT skills will be needed across the region; but as yet Redbridge does not have a framework for the development of skills and learning opportunities across the borough as part of the overall regeneration effort, and there are no plans for academies or learning centres as in neighbouring boroughs.

2.29. **Other town centres in Redbridge** – other town centres in Redbridge have not been brought under an overall, umbrella strategy for the borough, and do not have their own adopted urban strategies or area action plans. As outlined above in the neighbouring borough of Waltham Forest there are detailed strategies for town centres across the borough, which are linked as part of a coordinated attempt to bring the benefits of regeneration to the borough as a whole. Redbridge has drafted action plans for South Woodford town centre, Gants Hill town centre and Barkingside town centre, but again they are short on detail and all lack master plans. None have been adopted or coordinated in any way with the Vision for Ilford, and local political pressure has forced the Council to more or less scrap the

plan for Barkingside entirely, (largely because the preparations for consulting with the public were woefully inadequate).

2.30. In the case of Gants Hill an opportunity is being missed to establish an action plan and master plan for the future that links Gants Hill to Stratford as a gateway to the new Stratford City, which is set to be the engine for the economic renaissance of east London. Gants Hill tube station would be no more than a 15 minute commute for workers in Stratford, and if Stratford City is as successful in attracting investment from all parts of Europe in the future as many observers and analysts expect, the only real problem for the new city will be spatial expansion. Town centres such as Gants Hill and Ilford could be well placed to absorb that expansion due to its excellent transport links (as may Ilford), and although currently the office market in London is depressed, plans for regeneration have a 15 – 30 year time frame, and in the event of increased business interest and investment the market could revive as firms and businesses seek cheaper office space beyond central London.

2.31. Through involvement on a new area action plan for Gants Hill and having spoken to investors in the town centre, I have discovered that there can be and still is a role for office space in Gants Hill, though there are still many office vacancies. I spoke to Mr. Martin Hay, representing South Court Properties of West London, who has recently spent money on exterior and interior refurbishments to a forty-year-old office block, Aerodene House, at the top of Cranbrook Road South, Gants Hill. I questioned him about the fact that there was little faith in the future of office space in Redbridge, and the London Office Policy Review 2004 (London Office Policy Review 2004: A Review of Office Market

Trends in 2003/4. Greater London Authority) had stated that *'Redbridge is another low demand and low supply borough ... current development capacity is only around 100,000 sq ft. Redbridge is another borough where the strategic supply and demand numbers suggest that office development should be promoted, but the market is most unlikely to deliver, irrespective of planning policies. The lack of office development potential in Redbridge is not a strategic issue for the London Plan'*. He replied that if the right conditions are set to encourage investors then investors will come. He explained that it was up to Redbridge to invite investors by doing the right things through planning, and through the local authority's urban strategies, and that included environmental improvements, good transport links, which it already has, good parking strategies that aid trade and businesses, and well trained local labour. In the face of all the surrounding vacant office blocks in Gants Hill set for conversion to housing, Aerodene House is doing very well, and its investors have no intention of converting the block to housing and are confident about the future for office use in Gants Hill.

2.32. This seems to be an example of an opportunity going unrecognised by the local planning authority considering the proximity of Gants Hill to Stratford, almost at the centre of a future economic wave in the Thames Gateway, and I can't help thinking that what is being planned, generally office conversions and retail, does not consider the long term options for the town centre.

2.33. **Partnerships and regeneration projects** – The plans for the new square in Ilford town centre could have been an opportunity for a partnership as outlined in the Vision document, but this

opportunity was not taken. A project for the implementation of the plan for the new square could have been constructed, in partnership with the owners of the sites (Redbridge Council and Consignia) and the local community, with a steering group and a project manager. Government funding could have been sought and outside investors invited to take part since there were some commercial benefits to be accrued from the scheme. Redbridge's track record for such projects however is unproven, and no such schemes have ever been initiated in the borough, so the skills and expertise simply do not exist within the Council. The planning and property management departments work well with developers, particularly housing developers, and is good at cultivating interest from housing developers, but these are not regeneration partnerships, regardless of how valuable and well considered these skills are within the Council. There are a number of partnerships within the borough with amenity groups and partnerships for town centres that attend to small environmental and streetscape matters, which are funded by Redbridge Council, but none have been involved in any major projects that could act as a catalyst for regeneration, community capacity building and social cohesion, though the potential is there and the plans in the Vision document for a new town centre square could have been such a project.

- 2.34. **No overall strategy for the borough** – Through making a comparison between the strategies outlined in this report, [both in strategic development locations and in neighbouring boroughs], and the strategy for Redbridge, it is clear that there is no overall strategy for the borough. The plans for Newham and Waltham Forest in particular have a level of detail and cross borough coordination that the Redbridge Vision simply does not

have: Newham has strategies for physical regeneration from the Royal Docks to the Leaside area of the Borough, and to Stratford in the northwest; and Waltham Forest has drafted strategies for transport, employment and skills, inward investment and business growth, health, and education across the Waltham Forest borough, within all the key town centres of the borough (see chapters above).

2.35. Indeed, as stated above, Redbridge does not actually have an adopted strategy even for Ilford, only a Vision document, and what this consists of does not cover all the essential elements of a regeneration strategy, as does their close neighbours. It would be unfair to expect Redbridge to be as ambitious in their initiatives as Newham and Waltham Forest considering the scale of the development planned for their regeneration initiatives, which now includes the Olympics for both boroughs, and the level of Government funding they receive. But there is no reason why Redbridge should not follow the example of their neighbours, and learn the practice of putting together an effective and comprehensive strategy for the entire borough. For all that is taking place in their neighbouring boroughs it seems that Redbridge have taken no notice at all, because it is part of the overall Vision for Redbridge that Ilford should be the provider of all the benefits of regeneration for Redbridge, rather than coordinating the effort across the borough in key town centre locations as other boroughs in the Thames Gateway have done in their strategies. And it is also clear that as well having more comprehensive strategies, Newham and Waltham Forest have an overall, borough wide framework for regeneration, which Redbridge does not have.

2.36. **Housing as regeneration** – When considering whether or not the regeneration initiative for Redbridge can be successful, the question is can housing bring all the benefits to the borough that the Vision document has hopes for? Much of the planned regeneration in the Vision are spin-offs from housing, extra retail capacity, more leisure facilities, the creation of a vibrant evening economy, and increased office capacity as a benefit of improved road and rail links accompanied with housing development. All rely on the success of the local housing market, which in turn relies on the success of the initial tower block housing developments at Centreway and Pioneer Point in Ilford town centre. But the housing market is well known for its volatility, and although it has shown growth and stability for some time, it is very difficult to know when this might change, as it is a market that is very sensitive to changes in the national economy. Redbridge needs to do more than base its entire regeneration strategy on housing development, which does not make it a comprehensive regeneration strategy.

2.37. Neighbouring boroughs, particularly those in key regeneration locations within the Thames Gateway, have major employment initiatives as well as housing development as drivers of their regeneration strategies, and whilst Redbridge cannot hope to compete with major areas of change such as Newham, it could do much more to encourage small businesses, which have shown small but encouraging growth trends, with a 5% rise overall between 1998 and 2003 (Annual business enquiry workplace analysis. ONS (from NOMIS January 2005).

2.38. As part of the background research for the report I spoke to Chris Shellard, Chief Regeneration Officer to get his views on the



direction that the Redbridge strategy for regeneration is taking. I asked him if he felt that the London Borough of Redbridge (LBR) should be undertaking urban strategies and master-planning work for all the key town centres in the borough, and be willing to fund the work. He replied that the Local Development Framework should prioritise regeneration and Area Action Plan work, though it currently does not. He felt that regeneration should become part of the overall mainstream planning budget, but it is not. He also felt that the evidence base within the Planning Service has not actually been strong enough for the type of work I described, and that it was too sparse to translate into effective spatial policies for master planning work.

2.39. He also felt that some of the challenges for Ilford and for future area action plans is whether the potential in the town centre can be realised: is Ilford Hill an office or enterprise location and can employment be retained there, and is there any potential in Ilford Lane as a cultural quarter? He feels that the investment potential is good, but that there is not enough promotion of the area by the Council.

2.40. I also asked him if he thought that the transport strategy for Ilford was adequate or whether it relied too heavily on regional strategies? He felt that the regional transport strategy itself was not very equitable, and there was not sufficient transport investment in London as a whole and that the larger schemes soaked up all the investment, and the outer London boroughs had local transport problems that needed funding too.

2.41. We discussed Gants Hill in terms of its importance as a gateway to key locations such as Stratford, and he agreed that Gants Hill

town centre had key links, and should be regarded as a gateway to other real areas of growth closer to central London, but that this was not currently being exploited.

- 2.42. I also asked about a framework for regeneration for the borough as a whole, including cultural development, physical, social and economic development, and effective mechanisms for consultation, and he felt that there was some good work ongoing in Ilford or in the pipeline, but that it did need to be brought together in an overall strategy or strategic development framework, and coordinated across the borough as a whole. Then I asked if he felt that the economic strategy that the LBR had in place was sound and adequate, and he simply replied 'no', and that what was needed was more baseline and demographic information, a competitive audit and data on social need. He was also convinced that what was needed was an employment and skills strategy which the borough lacked completely. He felt that there were Government strategies for developing skills that the Council could seek to become part of and that an academy in the construction industry was a good idea. He Also agreed that if Redbridge had any Community Development Trusts, skills programmes could be run through them, but there are no such organisations in the borough. The only other option he felt was to review the section 106 agreements process to allow for consideration of skills workshops.

## **4. Conclusions – Is enough being done towards a comprehensive, sustainable initiative?**

- 4.1. Strictly speaking there is no real 'definition' for regeneration, though many spatial economists have produced theories and concepts for growth and activity within towns and cities and the necessary elements for the development of a 'milieu' or critical mass of activity. But these theories and best practice as put forward in Government documentation do outline the requisite components for activity or regeneration, and these elements all need to be given consideration in regeneration strategies for such strategies to be comprehensive and sustainable. Elements for regeneration include employment/job creation; education and skills; transportation; design/environment and open space; investment and innovation; economy/employment/local business & industry; culture (heritage & tourism); health & community development; housing; improved public services and local government; and a sound policy and delivery framework.
- 4.2. The London Borough of Redbridge is very well placed within the London Thames Gateway sub-region and the London Cambridge Stansted Corridor to take full advantage of activity and the growing 'milieu' or regeneration taking place around it in neighbouring boroughs, if a good regeneration initiative for the borough could be devised and implemented. There are major initiatives taking place close by in key strategic development locations such as Stratford, which are expected to be the drivers of the new economic renaissance in the East London sub-region that Redbridge, given the right approach to regeneration, could accrue huge benefits from for its residents.

- 2.20. In attempting to determine the potency, or 'completeness' of the Redbridge regeneration initiative, comparisons can be made with neighbouring boroughs in similar positions in the Thames Gateway sub-region. The London Borough of Waltham Forest is one such neighbouring borough, where such a comparison can be made.
- 2.21. Looking at the strategies for the London Boroughs of Redbridge and Waltham Forest, it is possible to see that the differences are quite stark in that the strategy for Waltham Forest is more comprehensive and coordinated than the strategy for Redbridge. The Waltham Forest initiative contains an employment strategy, a strategy for investment and business, and strategies for all the key town centres throughout the borough, whereas the Vision for Redbridge does not contain any of these elements, and focuses only on Ilford Town Centre, with no overall strategic framework for regeneration covering the entire borough. Indeed Redbridge currently does not have an adopted working strategy or overall strategic framework for regeneration as do Waltham Forest, and none of the initial phases of the Redbridge Vision have yet been implemented, whereas Waltham Forest have completed their planned work on Walthamstow Central, setting their strategy in motion.
- 2.22. The Waltham Forest strategy also covers issues such as skills and training, which is not part of the Redbridge strategy, and includes transport strategies that are not reliant on regional strategies such as Crossrail or East London Transit. The economic strategy, by the admission of the Chief Regeneration Officer for Redbridge is insufficient for a

borough wide regeneration strategy, and the Vision for Redbridge is based almost entirely around additional housing in Ilford Town Centre, from which all the benefits for the borough are expected to flow. Key aspects of the regeneration initiative for Redbridge, such as an open space strategy, are also missing, which can bring maximum environmental and investment benefits for the borough, if implemented in the first phase of the regeneration strategy; and without a strategy for skills training or any plans for a skills academy, Redbridge does not equip its local residents with the tools to compete in the labour markets of the future that will expand from regeneration.

2.23. The Redbridge strategy is also about missed opportunities as the potential, in terms of location, transport links and employment, of important town centres such as Gants Hill is not fully exploited, whereas Waltham Forest have plans for improved commuter transport links to Stratford in the south, and the London Cambridge Stansted corridor in the north, to compliment their plans for skills training; and the opportunity for Redbridge to create partnerships and carry out the first phase of the Vision, planned for completion this year, is another missed opportunity to get the strategic process underway.

2.24. It is clear from comparing the Redbridge and Waltham Forest regeneration initiatives that Waltham Forest has a more comprehensive and coordinated approach, incorporating more of the essential elements that make up a complete regeneration strategy as outlined in Chapter One, than the Redbridge strategy, which lacks key regeneration

components. There is potential for significant positive change in Redbridge, but only a comprehensive, sound strategy for regeneration can maximise that potential, and currently Redbridge does not have one.

2.25. In answering the question 'is enough being done at Redbridge towards a comprehensive, sustainable initiative?', currently the answer would have to be no. the strategy needs to be transformed into a framework for regeneration throughout the borough and coordinated as such, and should be more conscious of all the elements that make regeneration initiatives sustainable, and more than just a programme of housing estate or house building development, which is not regeneration, for all its modest social and economic benefits.

## APPENDIX 1

The Urban Task Force published their report "**Towards an Urban Renaissance**" in June 1999. The report included 105 recommendations on how to improve our towns and cities. The Government has considered these recommendations carefully in preparing this White Paper and other relevant policy documents. This annex explains in brief how we have responded to each of the Task Force's recommendations and, where appropriate, how we have taken them forward.

<b>Task Force Recommendation</b>	<b>The Governments Response</b>
1. Require local authorities to prepare a single strategy for the public realm and open space, dealing with provision, design, management, funding and maintenance.	See Chapter 4 (paragraph 4.46).
2. Introduce a national programme to create comprehensive green pedestrian routes around and/or across each of our major towns and cities.	<i>Encouraging Walking, Guidance on Full Local Transport Plans</i> and the revised Planning Policy Guidance note 13 (Transport) promote walking and pedestrian access.
3. Revise planning and funding guidance to:  a) Discourage local authorities from using 'density' and 'over development' as reasons for refusing planning permission; b) Create a planning presumption against excessively low density urban development; and c) Provide advice on use of density standards, linked to design quality.	Taken forward in Planning Policy Guidance note 3 (Housing). See Chapter 4 (paragraph 4.24).
4. Introduce a mandatory double performance rating for houses combining a single environmental rating, and a single running cost rating, so that house-buyers know what they are getting for their money.	Being taken forward in part in the work on the "House Sellers" pack for speeding up the house buying process. It is proposed that the "Seller's Information Pack" include energy efficiency ratings and advice.
5. Make public funding and planning permissions for area regeneration schemes conditional upon the production of an integrated spatial masterplan, recognising that public finance may be required up front to pay for the masterplanning.	See Chapter 4 (page 50, paragraph 9).
6. All significant area regeneration projects should be the subject of a design competition. Funds should be allocated in any regeneration funding allocation to meet the public costs of such competitions.	The Government has used design competitions for the Millennium Communities programme (see recommendation 8). We would encourage other agencies to use or support design competitions in



	suitable cases.
7. Develop and implement a national urban design framework, disseminating key design principles through land use planning and public funding guidance, and introducing a new series of best practice guidelines.	To be taken forward in work to revise PPG 1. See Chapter 4 (paragraph 4.26)
8. Building on the millennium communities initiative, undertake a series of government sponsored demonstration projects, adopting an integrated approach to design-led regeneration of different types of urban neighbourhood.	See Chapter 4 (page 49, paragraph 6).
9. Establish local architecture centres in each of our major cities. There should be minimum network of 12 properly funded centres, fulfilling a mix of common objectives and local specialisms.	See Chapter 4 (page 48, paragraph 4).
10. Place local transport plans on a statutory footing. They should include explicit targets for reducing car journeys, and increasing year on year the proportion of trips made on foot, bicycle and public transport.	Being taken forward through Transport Bill 2000 and <i>Guidance on Full Local Transport Plans</i> . <i>Transport 2010</i> : The Ten Year Plan also includes targets for bus and light rail use, increasing cycling trips and reducing traffic congestion in large urban areas.
11. Introduce home zones in partnership with local communities, based on a robust legal framework, using tested street designs, reduced speed limits and traffic-calming measures.	See Chapter 4 (page 68, paragraph 1).
12. Make public funding and planning permissions for urban development and highway projects conditional on priority being given to the needs of pedestrians and cyclists.	This White Paper, <i>Transport 2010: The 10 Year Plan and Guidance on Full Local Transport Plans</i> stress the importance of walking and cycling, and the Government would encourage funding and planning bodies to reflect this. The revised Planning Policy Guidance note 13 increases the emphasis given to the needs of cyclists and pedestrians in any future developments.
13. Set targets for public transport within local transport plans that specify maximum walking distances to bus stops; targets on punctuality, use, reliability and frequency of services; and standards for availability of cycle storage facilities at stations and interchanges.	Taken forward in <i>Guidance on Full Local Transport Plans</i> and measures under the Transport Bill 2000 to improve bus services in connection with local bus strategies.

14. Extend a well-regulated franchise system for bus services to all English towns and cities if services have not improved substantially within five years.	The Transport Bill 2000 includes the option of area-wide contracting, subject to Ministerial consent.
15. Ensure every low income housing estate is properly connected to the town and district centre by frequent, accessible and affordable public transport.	Being taken forward through <i>Guidance on Full Local Transport Plans</i> and Planning Policy Guidance notes 3 (Housing) and 13 (Transport). Also, the Government has recently announced an Urban Bus Challenge which will provide grants to support services to disadvantaged areas.
16. Commit a minimum 65% of transport public expenditure to projects which prioritise walking, cycling and public transport over the next ten years, increased from the current Government estimate of 55%.	<i>Transport 2010: The Ten Year Plan</i> and <i>Guidance on Full Local Transport Plans</i> set out investment priorities, and stresses the importance of walking, cycling and public transport. But the Government does not propose to set a specific target for the proportion of public expenditure going to particular modes.
17. Give priority to the public transport needs of regeneration areas within local transport plans and public funding decisions.	<i>Guidance on Full Local Transport Plans</i> requires public transport needs of regeneration areas to be taken into account. Promoting the renaissance of towns and cities is identified in <i>Transport 2010 - The 10 Year Plan</i> as one of the key objectives of the Government's long term transport investment programme.
18. Allow Regional Development Agencies and other regeneration funding bodies to provide funding for transport measures that support their area regeneration objectives.	RDAs may fund transport measures in pursuit of their regeneration and economic objectives. Other regeneration programmes such as New Deal for Communities may also include transport proposals within their plans.
19. Set a maximum standard of one car parking space per dwelling for all new urban residential development.	Planning Policy Guidance note 3 advises local authorities that car-parking standards that result, on average, in development with more than 1.5 off-street car parking spaces per dwelling are unlikely to reflect the Government's emphasis on securing sustainable residential environments. This is particularly the case for developments in locations such as town centres where

	services are readily available by walking, cycling and public transport.
20. Extend plans to tax workplace charging to all forms of private non-residential car parking provision.	Being reviewed by the Commission for Integrated Transport.
21. Provide an above-inflation increase in central resources allocated to local authorities for managing and maintaining the urban environment in each of the next seven years.	The Government has increased funding to local authorities by 3% in real terms over the next 3 years. Grant to local authorities is unhypothecated, so the use of Government funding to support individual services is a matter for local discretion.
22. Assign a strategic role to local authorities in ensuring management of the whole urban environment, with powers to ensure that other property owners, including public utilities and agencies, maintain their land and premises to an acceptable standard.	See Chapter 4 (paragraph 4.46) and subsequent sections.
23. Establish single points of contact within local authorities, which have decision-making authority for the whole range of environmental services devolved to designated estates, neighbourhoods or town centres. In some cases, particularly social housing estates, this should include the appointment of super caretakers or wardens.	The Government agrees that creating a single point of contact within local authorities could be a useful means of improving the way these services are delivered. However, it is for each individual authority to decide how it manages these services. The Government has set up a Neighbourhood Warden Unit to support the development of Neighbourhood Warden schemes and agrees that these can be a useful way of helping to tackle environmental problems. See Chapter 4 (page 71, paragraph 2).
24. Place town improvement zones on a statutory footing, enabling local authorities to work with local businesses to establish jointly funded management arrangements for town centres and other commercial districts.	Currently subject to consultation in <i>Modernising Local Government Finance: A Green Paper</i> . See Chapter 4 (page 70, paragraph 5).
25. Pilot different models of neighbourhood management which give local people a stake in the decision-making process, relaxing regulations and guidelines to make it easier to establish devolved arrangements.	Being taken forward through the National Strategy for Neighbourhood Renewal, which will include a programme to pilot neighbourhood management.
26. Make public bodies responsible for managing sites blighted by proposed major infrastructure schemes, even where they do	Following detailed consideration, the Government does not consider it practical to make public bodies

not yet own the land. Local authorities should be empowered to take enforcement action if a responsible body reneges on its duties.	responsible for sites over which they have no rights. Local authorities can take enforcement action against owners who do not maintain sites; and owners of blighted sites may compel the body responsible to purchase them.
27.Strengthen enforcement powers and sanctions against individuals or organisations that breach regulations related to planning conditions, noise pollution, littering, fly-tipping and other forms of anti-social behaviour.	See Chapter 4 (page 71, paragraph 2).
28.Use fines from criminal damage and community reparation to repair and maintain the local environment, according to local people's stated priorities.	The Government has considered this proposal but has concluded that these funds are better spent on resourcing the direct approach to tackling and preventing crime in the first place.
29.Review the performance indicators used by the Audit Commission as they measure standards of management of the urban environment, to produce a more comprehensive and better integrated set of measures.	Taken forward through <i>Best Value and Audit Commission Performance Indicators 2000/2001 and Best Value and Audit Commission Performance Indicators 2001/2002: Consultation</i> .
30.Strengthen the New Commitment to Regeneration programme by combining government departments' spending powers to deliver longer-term funding commitments for local authorities and their partners. Central government should be a signatory to local strategies where they accord with national and regional policy objectives.	Taken forward in <i>Local Strategic Partnerships: Consultation Document</i> , which builds on the New Commitment approach.
31.Create designated urban priority areas, enabling local authorities and their partners in regeneration, including local people, to apply for special packages of powers and incentives to assist neighbourhood renewal.	The Government agrees with the need to identify areas for concerted action and priority. It considers that the people most qualified to identify these areas are the communities and policy makers on the ground. This White Paper takes a flexible approach to this by identifying a tailored package of measures which can be implemented at the local level.
32.Require regeneration programmes to include a 'hand over' strategy, agreed by the partners, as a condition of funding. The strategy should describe plans for continuity of staff and resources when the funding period is over.	All area regeneration schemes are required to prepare a forward strategy.

33.Soften provisions requiring the 'clawback' by government of property sales and other receipts from regeneration programmes, so that a proportion can be re-invested in the long-term management of the area.	The Government will consider waiving "clawback" of receipts where a proposal is made for reinvestment for the benefit of the area.
34.Make it easier for regeneration bodies to endow cash and assets to local trusts and community organisations.	DETR is reviewing the guidance on the endowment of funds to successor bodies. Endowments have already been agreed in particular cases.
35.Enable 'arms-length' urban regeneration companies to co-ordinate or deliver area regeneration projects.	See Chapter 4 (page 62, paragraph 4).
36.Establish housing regeneration companies to undertake regeneration in areas where there is badly deteriorated and vacant stock.	The Housing Corporation is currently examining the feasibility of housing regeneration companies.
37.Introduce special local authority area regeneration committees in urban priority areas, to enhance the quality and speed of decision-making.	It is already possible for local authorities to introduce area regeneration committees. The Local Government Act 2000 and the best value regime strengthen their ability to adapt structures to meet local requirements and assure rigorous monitoring and review.
38.Establish joint working between professional institutions, education providers and employers to develop a plan of action for improving the skills-base in urban development over the next five to seven years.	See Chapter 4 (page 51, paragraph 2).
39.Develop a network of regional resource centres for urban development, promoting regional innovation and good practice, co-ordinating urban development training, and encouraging community involvement in the regeneration process.	See Chapter 4 (page 51, paragraph 2).
40.Establish a five year programme of international secondments - 'Urban 2000' with the aim that at least 2,000 professional staff and trainees benefit from exposure to best practice.	See Chapter 4 (page 51, paragraph 2).
41.Produce detailed planning policy guidance to support the drive for an urban renaissance. This should be backed up by measures to ensure the policies are implemented in regional planning guidance, local development plans, and planning decisions, and enable the	Taken forward in Planning Policy Guidance note 3 and Planning Policy Guidance note 11 (Regional Planning). The Government has also indicated its commitment to revise Planning

full involvement of local communities in the urban planning process.	Policy Guidance note 1 - see Chapter 4 (paragraph 4.26).
<p>42.Strengthen regional planning by enabling regional planning guidance to:</p> <p>a)provide an integrated spatial framework for planning, economic development, housing and transport policies;</p> <p>b)steer development towards more effective use of urban land and buildings accessible by sustainable forms of transport;</p> <p>c)encourage the use of sub-regional plans to set overall requirements for providing housing on brownfield land and in recycled buildings.</p>	Taken forward in the revised Planning Policy Guidance note 11.
43.Simplify local development plans with a stronger emphasis on strategy to create a more flexible basis for planning. The plans should avoid including detailed site-level policies.	Taken forward through Planning Policy Guidance Note 12 (Development Plans).
44.Achieve comprehensive development plan coverage in England by the end of 2002. Where necessary, Government Regional Offices should work alongside under-performing local planning authorities to ensure the deadline is met.	Taken forward through Planning Policy Guidance note 12.
45.Support a more streamlined planning process in urban priority areas by enabling the Secretary of State to take action against authorities that consistently fail to deliver planning permissions within a reasonable time period.	The Government's Modernising Planning Agenda includes initiatives to raise planning performance in all local planning authorities. This is underpinned by authorities' duties under Best Value, which also enables the Secretary of State to take action against those failing to deliver. See Chapter 4 (page 47).
46.Require local planning authorities to conduct a review of all local rules, standards and procedures to consider whether they can be revised or removed to enhance urban development.	Taken forward through Planning Policy Guidance note 3 and <i>By Design</i> , the good practice guidance on urban design in the planning system published by DETR and CABE.
47.Devolve detailed planning policies for neighbourhood regeneration, including urban priority areas into more flexible and targeted area plans, based upon the production of a spatial masterplan and the full participation of local people. The resulting policies and guidelines should take the form of strengthened supplementary planning guidance where necessary.	See Chapter 4 (page 47, paragraph 3 and page 50, paragraph 9).

48. Review, at a regional level, the designations of employment sites in local development plans, taking into account economic needs, but avoiding over-provision, and accelerating the release of land for housing development.	Addressed through Regional Planning Guidance.
49. Revise and relax national guidance on the use of planning agreements.	To be considered in the forthcoming consultation paper reviewing the current system of planning obligations. See Chapter 4 (page 48, paragraph 6).
50. Establish a 'fast-track' independent arbitration process for the conclusion of Section 106 agreements, which can be triggered by either party after a set period, at their cost.	To be considered in the context of the forthcoming consultation paper reviewing the current system of planning obligations. See Chapter 4 (page 48, paragraph 6).
51. Replace the negotiation of planning gain for smaller urban development schemes, (for example, an end value of less than £1 million), with a standardised system of impact fees. The fees collected should be spent on local environmental improvements and community facilities that reflect the priorities of local people.	To be considered in the context of the forthcoming consultation paper reviewing the current system of planning obligations. See Chapter 4 (page 48, paragraph 6).
52. Review the mechanisms by which local planning authorities use planning gain to secure affordable 'social' housing to ensure that:  a) developers have less scope to buy their way out of obligations to provide mixed tenure neighbourhoods; b) local authorities are not obliged to require social housing in contexts where there is already over-provision in that neighbourhood.	Taken forward in Planning Policy Guidance note 3. Research into the use by local planning authorities of their powers to seek affordable housing contributions has been commissioned and good practice guidance will be published next year.
53. Enable more mixed income housing projects to proceed, including use of more challenging planning briefs and discounted equity stakes for low to middle income households in areas where property values are high.	Taken forward through Planning Policy Guidance note 3 and the Green Paper <i>Quality and Choice: A Decent Home for All</i> . PPG3 encourages a greater mix of dwellings and greater quality of choice to help promote social inclusion.
54. Establish clear procedures under the proposed 'plan, monitor and manage' system for assessing future housing demand, to ensure the early correction of an emerging under-supply or over-supply of housing.	Taken forward through Planning Policy Guidance notes 3 and 11 and Regional Planning Guidance. See Chapter 4 (paragraph 4.24).

55. Oblige all local planning authorities to carry out regular urban capacity studies on a consistent basis, as part of their development plan-making process, where necessary working together across borough boundaries.	Taken forward through Planning Policy Guidance note 3. See Chapter 4 (paragraph 4.24).
56. Formally adopt a sequential approach to the release of land and buildings for housing, supported by a system of regional and sub-regional reconciliation of housing needs and demand. Planning guidance should specify monitoring procedures for every local planning authority to apply.	Taken forward through Planning Policy Guidance notes 3 and 11.
57. Set ambitious targets for the proportion of new housing to be developed on recycled land in urban areas where housing demand is currently low.	The national target is that by 2008, 60% of additional housing should be provided on previously developed land and through conversions of existing buildings.
58. Require local authorities to remove allocations of greenfield land for housing from development plans where the allocations are no longer consistent with planning policy objectives.	Taken forward through Planning Policy Guidance note 3.
59. Retain the general presumption against development on designated Green Belt. Review whether there is a case for designating valuable urban green space in a similar way.	See Chapter 4 (page 44, paragraph 4.24, page 74, paragraph 2 and page 76).
60. Provide information on the regeneration potential of land and building assets in future editions of the National Asset Register.	To be addressed by the forthcoming update of the National Asset Register.
61. Introduce a statutory duty for public bodies and utilities with significant urban landholdings to release redundant land and buildings for regeneration. Regional planning bodies could monitor compliance with the new duty and whether targets for land release are being met.	The Government does not propose to legislate to compel private sector organisations to release redundant land for regeneration. Management of Government owned vacant dwellings taken forward in Chapter 4 (page 56, paragraph 5). Compulsory Purchase Order powers are available where a case for compulsory purchase can be made.
62. Require organisations such as the Ministry of Defence and NHS Estates to negotiate the transfer of portfolios of development land to Regional Development Agencies and local authorities to secure locally determined regeneration objectives.	Public sector organisations will be given greater incentive to dispose of redundant land by the move to resource accounting which will result in their bearing the full economic costs for all assets retained.
63. Consider options for reflecting the full	To be addressed in the forthcoming



environmental costs of new development through the use of economic instruments. Particular attention should be given to the feasibility of introducing a system of environmental impact fees through the planning system.	consultation paper reviewing the current system of planning obligations.
64. Prepare a scheme for taxing vacant land, which does not penalise genuine developers, but which deters owners holding onto land unnecessarily.	The Government does not, at this stage, propose to introduce a scheme for taxing vacant land as we do not think that it would be effective in ensuring that vacant land is brought into use. Chapter 4 sets out a large number of measures we are introducing to encourage the reuse of vacant land.
65. Strengthen and increase local authority powers of foreclosure and enforced sale to provide speedy mechanisms for dealing with abandoned and dilapidated sites or buildings.	The Government proposes to issue best practice guidance on ways in which local authorities can lay a charge against private land where they have had to incur costs in cleaning it up. The Government also proposes to issue best practice guidance to local authorities on the use of powers to clean up land adversely affecting the amenity of a neighbourhood. See Chapter 4 (page 71, paragraph 2).
66. Modify the general development order so that advertising, car parking and other low-grade temporary uses no longer have deemed planning permission on derelict and vacant land.	The Government does not consider that amending the order along the lines suggested would be the right way forward.
67. Allow local authorities and other public bodies flexibility to pay disturbance payments over and above market value in reaching negotiated settlements for the acquisition of land. They should also be able to make greater use of purchase options and deferred acquisition payments.	Local authorities can make such payments, if they are satisfied that they can be justified.
68. Create revolving funds for land assembly, so that public investment in the initial costs of site purchase can be off-set by a share of subsequent gains achieved through regeneration and disposal.	Regional Development Agencies through the Land and Property budget are already assembling and disposing of sites and recycling the receipts for further regeneration projects.
69. Streamline and consolidate compulsory purchase order (CPO) legislation. In the meantime, reinforce positive legal decisions on the powers of local authorities by amending	Being taken forward in the current review of laws and procedures relating to compulsory purchase, compensation and the disposal of

the relevant Government guidance.	compulsorily purchased land. The Government has made a commitment (Chapter 4, page 59, paragraph 5) to bring forward proposals for legislation when Parliamentary time allows.
70. Assist the land assembly process in urban priority areas by removing the obligation for authorities to prove a specific and economically viable scheme when making compulsory purchase orders. They should, however, still be required to prove the potential for creating long-term development value in the site.	Being taken forward in the current review of laws and procedures relating to compulsory purchase, compensation and the disposal of compulsorily purchased land.
71. Allow an additional 10% above market value to be payable as compensation for the compulsory purchase of all properties. Payment of the extra compensation should be tapered according to a timetable to encourage early settlement.	Being taken forward in the current review of laws and procedures relating to compulsory purchase, compensation and the disposal of compulsorily purchased land.
72. Resolve conflicts and inconsistencies between the environmental regulation systems, covering contaminated land, water and waste at the first legislative opportunity. Site owners should only have one set of standards to work to when resolving problems of site contamination.	See Chapter 4 (page 60).
73. Establish an Environment Agency 'one stop shop' service for regulatory and licensing requirements, moving quickly to a position where a single regeneration licence is available covering all the regulatory requirements for cleaning up a site.	The Government will consider the need for a 'one stop shop' as part of the debate on options for the future control of land remediation.
74. Give landowners greater assurances that the regulators are unlikely to take future action over contaminated sites once remediation schemes have been carried out to an agreed standard.	The Government does not think it appropriate for regulators to give an assurance that they will not take any further action at a particular site. This would be a significant departure from the polluter pays principle.
75. Establish a national framework for identifying, managing and communicating the risks that arise throughout the assessment, treatment and after-care of contaminated and previously contaminated sites.	See Chapter 4 (page 60).
76. Pilot standardised land condition statements, to provide more certainty and consistency in the management and sale of contaminated and previously contaminated	A consortium of organisations has recently completed work on a new land condition record. See Chapter

land.	4 (page 60, paragraph 5).
<p>77. Launch a national campaign to 'clean up our land.' Targets should be set:</p> <p>a) for the net reduction of derelict land over the next 5, 10 and 15 years;</p> <p>b) to bring all contaminated land back into beneficial use by 2030.</p> <p>The Spending Review 2000 has set a performance target that:</p>	<p>60% of new housing should by 2008 be provided on previously developed land and through conversion of existing buildings. Brownfield land will be reclaimed at a rate of over 1,100 hectares per annum by 2004 (reclaiming 5% of current brownfield land by 2004 and 17% by 2010).</p> <p>The Government has also announced that it intends to introduce accelerated payable tax credits for cleaning up contaminated land. See Chapter 4 (paragraph 4.10).</p>
<p>78. Enforce a regime of strict liability on site owners who add to the problem of contaminated land, drawing on Integrated Pollution Control and Integrated Pollution Prevention Control regulations.</p>	<p>The Government strongly agrees that liability for any land contamination must lie with those that caused it. There is a robust system of environmental controls to prevent new contamination already in place.</p>
<p>79. Give local authorities a statutory duty to maintain an empty property strategy that sets clear targets for reducing levels of vacant stock. There should be firm commitments to take action against owners who refuse to sell their properties or restore them to beneficial use.</p>	<p>Local authorities are required to measure their performance in bringing empty homes back into use. We do not think it is necessary to impose a statutory duty on them, but we will continue to work with the Empty Homes Agency and others to support local authorities in this area. See Chapter 4 (page 56).</p>
<p>80. Allocate social housing by a more open system than just a strict need to be accommodated. In unpopular areas, available housing should be marketed to other groups, including low to middle income working households and students.</p>	<p>Being taken forward through <i>Quality and choice: A Decent Home for All</i>.</p>
<p>81. Introduce new measures to encourage the restoration and use of historic buildings left empty by their owners. These should include revised planning guidance (PPG15), inclusion of heritage issues in regional economic strategies, a review of building regulations and an end to the business rate exemptions on empty listed buildings.</p>	<p>The Government will consider these issues in the light of the forthcoming report from English Heritage on the historic environment.</p> <p>The Government has announced that it is attracted to reducing VAT for listed buildings that are places of worship and has written to the European Commission to make its position clear. See Chapter 4 (page 72, paragraph 5).</p>

<p>82. Review and enhance the role of civic amenity societies in planning the re-use of historic buildings and in securing regeneration objectives.</p>	<p>The Government encourages civic amenity societies to play an active role in issues relating to the re-use of historic buildings and in securing regeneration objectives. Representatives of the Joint Committee of Amenity Societies are involved in the current review of heritage policy. See Chapter 4 (page 72, paragraph 4).</p>
<p>83. Facilitate the conversion of more empty space over shops into flats by providing additional public assistance, including public equity stakes and business rate reductions.</p>	<p>As announced in the November 2000 Pre-Budget Report the Government intends to introduce in Budget 2001 an £80m package of measures to encourage property conversions. This includes a tax relief to property owners for the costs of converting redundant space over shops and other commercial premises into flats for letting. See Chapter 4 (paragraph 4.10).</p>
<p>84. Harmonise VAT rates at a zero rate in respect of new building, and conversions and refurbishments. If harmonisation can only be achieved at a 5% rate, then a significant part of the proceeds should be reinvested in urban regeneration.</p>	<p>See reference in Chapter 4 (paragraph 4.10). As announced in the November 2000 Pre-Budget Report, the Government intends to introduce a package of targeted VAT reforms to encourage additional conversion of properties for residential use including:</p> <ul style="list-style-type: none"> <li>A reduced 5% rate of VAT for the cost of converting residential properties; and</li> <li>An adjustment to the zero rate of VAT to provide relief for the sale of renovated houses which have been empty for 10 years or more.</li> </ul> <p>The Government is also attracted to the idea of offering a reduced rate of VAT for the repair and maintenance of listed buildings used as places of worship and has written to the European Commission to make its position clear. The Government has no plans to change the tax base.</p>
<p>85. Extend liability for full payment of Council Tax to all owners of empty homes. Where properties have been empty for over a year, the authority should have discretion to impose a higher charge.</p>	<p>The Government does not propose to introduce such a change to Council Tax liability at this stage.</p>

86. Establish a ten year national programme - The Renaissance Fund - to help repair our towns, whereby community groups and voluntary organisations can access the resources needed to tackle derelict buildings and other eyesores that are spoiling their neighbourhood.	See Chapter 4 (page 71, paragraph 4).
87. Establish national public-private investment funds that can attract an additional £1 billion in private investment for area regeneration projects over the next three years. A minimum of 50% of the resources should be directed at residential portfolios.	See Chapter 4 (page 63, paragraph 8).
88. Introduce regional regeneration investment companies and funds, to increase the amount of private finance flowing into the regeneration of all the English regions.	The Government has announced a new target umbrella fund to build on the regional venture capital funds and others. £100m of public funds have been allocated as a stimulus to lever in private sector funding. The Government is also supporting the development of a number of new ways to attract long term private investment in regeneration. See Chapter 4 (page 62). The Government's response to the Social Investment Task Force report is set out in Chapter 5 (page 96, paragraph 5).
89. Pilot an estate renewal project and a more general area regeneration project through the private finance initiative.	Being taken forward through <i>Quality and Choice: A Decent Home for All</i> .
90. Introduce a new financial instrument for attracting institutional investment into the residential private rented market.	While the Government would like to see increases in the level of institutional investment in the residential private rented market it is not persuaded of the case for introducing this financial instrument.
91. Introduce a package of tax measures, providing incentives for developers, investors, small landlords, owner-occupiers and tenants to contribute to the regeneration of urban sites and buildings that would not otherwise be developed.	<p>The November 2000 Pre-Budget Report announced that the Government would introduce a substantial package of measures with a cumulative Exchequer cost of £1 billion over 5 years in response to these recommendations. These complement and build on the measures we have already put in place to revive our most disadvantaged communities.</p> <p>Details of the package are set out in paragraphs 6.74-6.85 of the Pre-</p>

	Budget Report. They are also discussed in Chapter 4 (paragraph 4.10).
92. Include the objective of an urban renaissance in the terms of reference for the 2001 comprehensive spending review which will determine public expenditure priorities for the following three years.	The Spending Review 2000 made urban renaissance a priority. It provides significant new resources for improving public services such as education and tackling crime. It also allocated additional resources to regeneration programmes, including the strengthening of the role of the RDAs and the first steps to implementing the National Strategy for Neighbourhood Renewal through the Neighbourhood Renewal Fund and through a refocused New Deal for Communities.
93. Amend the Public Service Agreements set for government departments to include urban renaissance objectives. A single 'urban renaissance public service agreement' should be developed to operate across Whitehall following the 2001 spending review.	Being taken forward through the establishment of "Floor Targets" in the Spending Review 2000. These will ensure that everybody can expect a minimum level of public services, a key contribution to an urban renaissance.
94. All significant public buildings should be subject to a design competition, adequately funded by the public purse.	The Government has established a Ministerial Champion for good design in each department and encourages local authorities and others to commission competitions for public buildings where appropriate.
95. Review the spending formula used to allocate central resources to local government so that it adequately reflects the financial needs of urban authorities in managing and maintaining their areas.	A major review of the method used to distribute grants amongst local authorities has been carried out. Options for reforming the method of distributing grant are set out in <i>Modernising Local Government Finance: A Green Paper</i> . Also, the new Neighbourhood Renewal Fund provides £800m to fund improvements to deprived areas.
96. Extend Government commitments to capital finance allocations against local spending strategies so they go beyond the definite plans of the three Public Expenditure Survey years.	The future arrangements for local authority capital finance are discussed in <i>Modernising Local Government Finance: A Green Paper</i> .
97. Independently review the funding allocations, policies and formulas for school buildings, to produce proposals for	Being taken forward through the Government's proposed schools capital strategy.

accommodating future increases in pupil numbers in high quality facilities in regenerating urban areas.	
98.Allow local authorities to retain a proportion of additional revenue generated from council tax and business rates as a result of regeneration in designated urban priority areas. The retained resources should be recycled into the management and maintenance of the area.	Currently subject to consultation in <i>Modernising Local Government Finance: A Green Paper</i> and referred to in Chapter 4 (page 63, paragraph 12).
99.Combine the single regeneration budget challenge fund and most of the land and property funding inherited from English Partnerships to create a single regional funding pot for area regeneration.	The Spending Review 2000 significantly increased the resources for RDAs. Their combined budget will rise from £1.2 billion this year to £1.7 billion in 2003/04. The Spending Review also announced the introduction of a Single Programme Budget for the RDAs starting in April 2002. See Chapter 5 (page 81, paragraph 25-27).
100.Give Regional Development Agencies (RDAs) the freedom to establish flexible area regeneration funding programmes over ten years or more, with a clear funding bank established for the full period.	The Government will be introducing greater budgetary flexibility for the RDAs from April 2001 as a transitional arrangement prior to the introduction of the single programme budget in April 2002. See Chapter 5 (page 81, paragraph 25-27).
101.RDAs should offer a 'one-stop shop' project appraisal service for applicants that cuts across requirements of individual funding programmes.	The Government and the RDAs are looking at how application procedures could be simplified and the appraisal system made more transparent.
102.Commission an independent review of the National Lottery's impact on urban regeneration, focusing on its potential distorting effects on priorities, and on how appraisal, monitoring and delivery can be better co-ordinated with other agencies.	DCMS is planning a wide evaluation of the economic and social impact of the National Lottery.
103.Introduce a package of measures, including some debt cancellation, to enable local authorities with large social housing portfolios to transfer some or all of the stock to arms-length management organisations.	Being taken forward through <i>Quality and choice: A Decent Home for All</i> .
104.Restrict public subsidy for social housing developments of more than 25 homes to schemes where homes for rent are integrated with shared and full-ownership housing.	The Government is adopting a flexible approach where the scope for mixed tenure development is considered for all schemes of over 25 homes but not imposed in



	unsuitable areas.
105. Increase the cost effectiveness of public support for housing renewal by private owners by using a mix of grants, loans, equity stakes and tax relief to encourage home improvements.	Being taken forward through <i>Quality and Choice: A Decent Home for All</i> .

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